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THE IMPACT OF THE TECHNICAL PLANNING BOARD ON THE
MORPHOLOGY OF EDMONTON

by



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A THESIS

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled The Impact of The Technical Planning Board on The Morphology of Edmonton, submitted by Wah May Winnie Chan in partial fulfilment of the requirements for the degree of Master of Arts.

ABSTRACT

This study falls into the very shallowly-explored but nevertheless important field of political urban geography. It is an investigation of the impact of a very influential civic planning agency on the morphology of Edmonton between 1950 and 1963, a period of very rapid growth. The agency is the Technical Planning Board which consisted of heads of the various civic departments with some involvement in the city's physical development and was to act as an approving authority on subdivision and an advisory body to Council on all planning matters.

The first difficulty encountered in the process of research was the lack of sufficient first-hand information. The Board operated in a very casual way during its first nine years and the documentary record is therefore sparse. Wherever possible, supplementary sources were used, such as minutes of the other agencies, and information from public officials and private entrepreneurs. It was not until the Porter Enquiry in 1959 that the Board began to function systematically and to keep complete records.

It was found that the Board did create an impact on the morphology of Edmonton. The Board was partly responsible in bringing the Orders of Development for the south-west and the north-east sectors of the city into effect. Also it drafted the principles and regulations governing the design of neighbourhoods. Moreover, the fact that it made recommendations to Council in guiding

development within the framework of these policies was a major factor in developing the city in an orderly and economic manner, and in establishing the residential pattern of the city.

As an advisory body to Council on planning matters, the Board's role was again positive. When Edmonton experienced its explosive development in the 1950s, the Board helped to establish certain planning policies, such as the siting and design of service stations and drive-in businesses. These policies have, in general, enhanced the image of the city; in particular they have affected the city's transportation pattern, though their long-term effects have not always been completely beneficial.

Another major planning item which concerned the Board was the Zoning Bylaw. At the termination of the Board's existence, about 83 per cent of the city was brought under zoning. Again, the Board was not alone in bringing this into effect, but it played a significant role in guiding development within the framework outlined in the Zoning Bylaw.

Also, in seeing that planning in Edmonton was in conformity with the District Plan the Board played a pertinent role in guiding city growth within the framework of its metropolitan plan. In the latter years of the Board's existence particularly, it played a broad and active role in planning matters not only within Edmonton but also within its metropolitan area. It participated in

bringing the Preliminary District Plan into effect in 1958 and was frequently asked to advise on applications to amend the Plan. In so doing it not only guided city growth within the framework of the metropolitan plan but directed district development in agreement with City policies.

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INTRODUCTION

The city is primarily a collection of human beings living in a society, with historical development and social institutions, with almost an infinity of motivations, of desires, of ambitions, of emotions. ¹

The present structures and functional patterns of most cities bear the imprint of the innumerable complex interlocking decisions that have been made in the past by private entrepreneurs, individual politicians, and public and private organizations. To fully understand the development of cities, therefore, as Mayer remarked, "we must understand the human beings who create them, who change them, who develop them".² Mayer admitted, though, that this would be a difficult task, for

the human being is a very complex organism...
[and] has the power of making rational decisions
[but] whether he chooses to use that power
rationally or not is at all times open to doubt.³

However, perhaps because of the complexity of decision-making processes, and the difficulty of analysing their impact on urban morphology, there has been very little work done in this branch of urban geography.⁴ It was for

¹ H.M. Mayer, discussion in K. Norborg (ed.), Proceedings at the I.G.U. Symposium in Urban Geography, Lund, 1960, p. 467.

² Loc. cit.

³ Loc. cit.

⁴ Some studies done in this field include:
E.H. Dale, The Role of Successive Town and City Councils in the Evolution of Edmonton, Alberta, 1892-1966, unpublished Ph.D. dissertation, University of Alberta, 1969;

this reason that research for this thesis was undertaken.

The present study is an investigation of the ways in which general planning policies are arrived at and carried into effect, viewing them through the perspective of one key agency. The study is designed to examine further the impact, if any, which these decisions have had on the urban landscape.

Edmonton seemed an appropriate centre for research since it is of an age and size that would allow good opportunity to study the evolution of a city almost from its start. The agency selected for examination was Edmonton's Technical Planning Board which operated between 1950 and 1963, a period of great physical expansion and change. The Board consisted of the heads of the various civic departments which were concerned in some way with the physical development of Edmonton. It was established in 1950 on the recommendation of Professors Spence-Sales and Bland, and its purpose was to function as a land subdivision approving authority and as an advisory body to City Council on all matters pertaining to planning. As City Council represented the final decision-making body in most cases, and as it could be expected to pay special heed to the advice of its technical

M. Mayerson and E.C. Banfield, Politics, Planning and the Public Interest. The Case of Public Housing in Chicago. Free Press, London, 1964;
P.J. Smith, Urban Site Selection in the Forth Basin, unpublished Ph.D. dissertation, University of Edinburgh, 1964.

experts, the Board's impact on the City's development was potentially very great. This explains why the Technical Planning Board, of all the civic planning agencies in Edmonton, was specially selected for examination.

Methods of Study

As the Technical Planning Board was the main focus of study, the research relied heavily on whatever documents and correspondence between it and other agencies, both private and public, were available. Minutes of the Board and City Council, Commissioners' Files, City Clerks' Correspondence, Reports and Minutes of other civic planning agencies that existed during the study period, License Record Books, Registers of Subdivisions and Zoning Amendments, and the Board's general correspondence files were examined and analysed. It must be mentioned at this stage that not all of these official records were complete.

During the first nine years of the Board's existence, meetings were few and held irregularly. To complicate matters, minutes were not preserved from all of these infrequent meetings, or at least they were not unearthed by the most diligent searching. It was only after the planning scandals, which led to the Porter Enquiry in 1958, that the Board began to function in a systematic manner. This resulted in frequent and regular meetings between the years 1959 and 1963. Minutes for this period were complete and available.

It must be pointed out too that this difficulty was

quite unexpected. The topic was chosen with the background knowledge of Calgary's Technical Planning Board, which operated at roughly the same time under similar provincial legislation. From some very reliable sources, it was known that the Board in Calgary had a complete set of minutes of the weekly meetings which were held throughout its existence. It was therefore assumed that the Board in Edmonton would have operated along similar lines.

Not only were minutes of the Edmonton Technical Planning Board, in the early years, found wanting, but even the City Clerk's files on planning at this period were incomplete. Consequently, there existed gaps within the study period, even after an exhaustive search to secure whatever documentary information was available. In some cases, though, it was possible to gain an improved understanding of the periods where little data was found, by working back from present observable patterns that could be viewed as consequences of known trends. To further supplement the missing links, personal communications were received from public officials and private entrepreneurs who could in any way be deemed knowledgeable on the topic. The reader must be warned, therefore, that lack of sufficient first-hand data, set some limitations on this research. Inferences and conclusions could be biased by the restricted amount of information. It is felt that more light can be shed on the findings of this study by analysing the decision-making processes of other planning agencies which overlapped

in time with the Technical Planning Board. These would include the Interim Development Appeal Board, the Provincial Planning Advisory Board, and the Planning Advisory Commission.

It must also be pointed out that because of the paucity of first-hand material and the complexity of the whole fabric of town planning in Edmonton, the research was very frustrating and time-consuming. It is hoped, however, that it provides some insights into the value of research into the processes of local government decision-making and that it will provide a stimulus for further research in this field.

CHAPTER I

THE ESTABLISHMENT OF THE TECHNICAL PLANNING BOARD

The development of planning in Edmonton may be related to some significant developments in town planning which occurred about the beginning of the twentieth century. The influences of the City Beautiful Movement and Ebenezer Howard's Garden City idea culminated in the passing of the British Housing and Town Planning Act in 1909 which provided the first comprehensive town planning legislation anywhere in the world.

Canada followed the British example and it was only four years later that Alberta enacted its first town planning act, officially called "An Act Relating to Town Planning". Actual planning in Edmonton, however, did not begin until 1929. During the years 1927 and 1928, several public meetings were held by the "Edmonton Town Planning Association", a body of citizens who were anxious to improve the physical condition and appearance of the city.¹ In response to their appeal, the Provincial Government passed the Town Planning Act in 1929 which provided for the creation of a Town Planning Commission - a town planning body manned by lay persons.²

¹ C.S. Burgess, "The Edmonton Town Planning Commission Organization, Work and Aims". Mimeo. report, City of Edmonton, January 21, 1964.

² Province of Alberta, "An Act to Consolidate and Amend the Statutes relating to Town Planning and the Preservation of Natural Beauty". Section 17, Chapter 49, Edmonton, 1929.

In July 1929, the Edmonton Town Planning Commission was established. It consisted of nine citizens appointed by City Council on three year terms, with three members retiring each year. Members of the Commission were to receive no fees or remuneration. Work was advisory and voluntary. All its reports and recommendations were to be made directly to Council.³ The functions of the Commission were embodied in Section 10(i) of the 1929 Act:

Council may delegate to it such powers, other than the power of raising money or expropriating land, as may be necessary for the purpose of

- a) acting in an advisory capacity in matters pertaining to town planning
- b) preparing and carrying into effect an official town plan or scheme
- c) preparing and administering a zoning bylaw.⁴

A number of the Town Planning Commission's major accomplishments in town planning matters included the Major Street Plan which was approved in 1932 and the Zoning Bylaw which was adopted by Council in 1933. Records of the minutes of the Commission show that there was a high rate of regular attendance which no doubt suggests the tireless enthusiasm of the members.⁵ However, despite their zealous efforts, the Commission was unable to function as an effective

³ Burgess, op.cit. p. 1.

⁴ Town Planning Act 1929. Section 10(i). Further references to all provincial town planning acts will be referred to simply as "Town Planning Acts".

⁵ Idem, Edmonton Town Planning Commission Chairman's Report 1948. Edmonton; W.T. Aiken, City of Edmonton Town Planning Commission, Chairman's Report, 1949. Edmonton.

agency. A careful analysis of its set-up and administration by Professors Spence-Sales and Bland, planning consultants brought in by City Council in 1949, revealed that:

The Town Planning Commission of the City of Edmonton is not an effective agency. It is unable to carry out the duties delegated to it by Council because of [its] constitution, the inexperience of its members in planning matters and because of the regard in which it is held by both municipal executive and technical officers of the City.⁶

In many instances, because of the lack of specifically delegated and properly co-ordinated duties between individual technical departments of the City and itself, the Commission, in attempting to carry out its activities, met with indifference and sometimes even with obstruction. It was frustrating to the members, so much so that this was in fact the main reason for the resignation of Professor C.S. Burgess, a very competent officer of the Commission.⁷

Also, municipal executives and officials were found to have little sympathy with the Commission. They considered this lay citizen body rather amateurish and thus of little value. Consequently they limited its range of activity by failing to make adequate financial grants for its needs. On many occasions, the Commission expressed its desire that heads of civic departments attend its meetings in order to promote some inter-departmental co-operation. However the response shown was poor. Only the City Architect, because

⁶ J. Bland and H. Spence-Sales, A Report on the City of Edmonton Concerning the State of Physical Development and Administration Under the Provisions of the Town Planning Act 1929. Edmonton, 1949, p. 27.

⁷ Aitken, op. cit., p. 2.

of his personal interest in the Commission, co-operated fully. Many a time, the planning recommendations of the Commission were not heeded and at those rather infrequent times when they were accepted, there often was great delay in implementation.

Furthermore, it was pointed out by the Consultants, Professors Spence-Sales and Bland, that since members of the Commission were appointed by Council, it was questionable as to whether the Planning Commission could remain aloof from politics - an original intention of the City Council in establishing the citizen commission.

Although the Town Planning Commission achieved some major accomplishments, many of its works cannot be considered as significant contributions to the planning of the city. An analysis of these works reveal certain basic planning flaws. This may possibly be attributed to the lack of experience and training of the Commission members. The Major Street Plan, for instance, one of the highly esteemed feats of the Commission, did not even contain guiding principles as to the design and function of the various streets - ideas so fundamental in modern day planning.

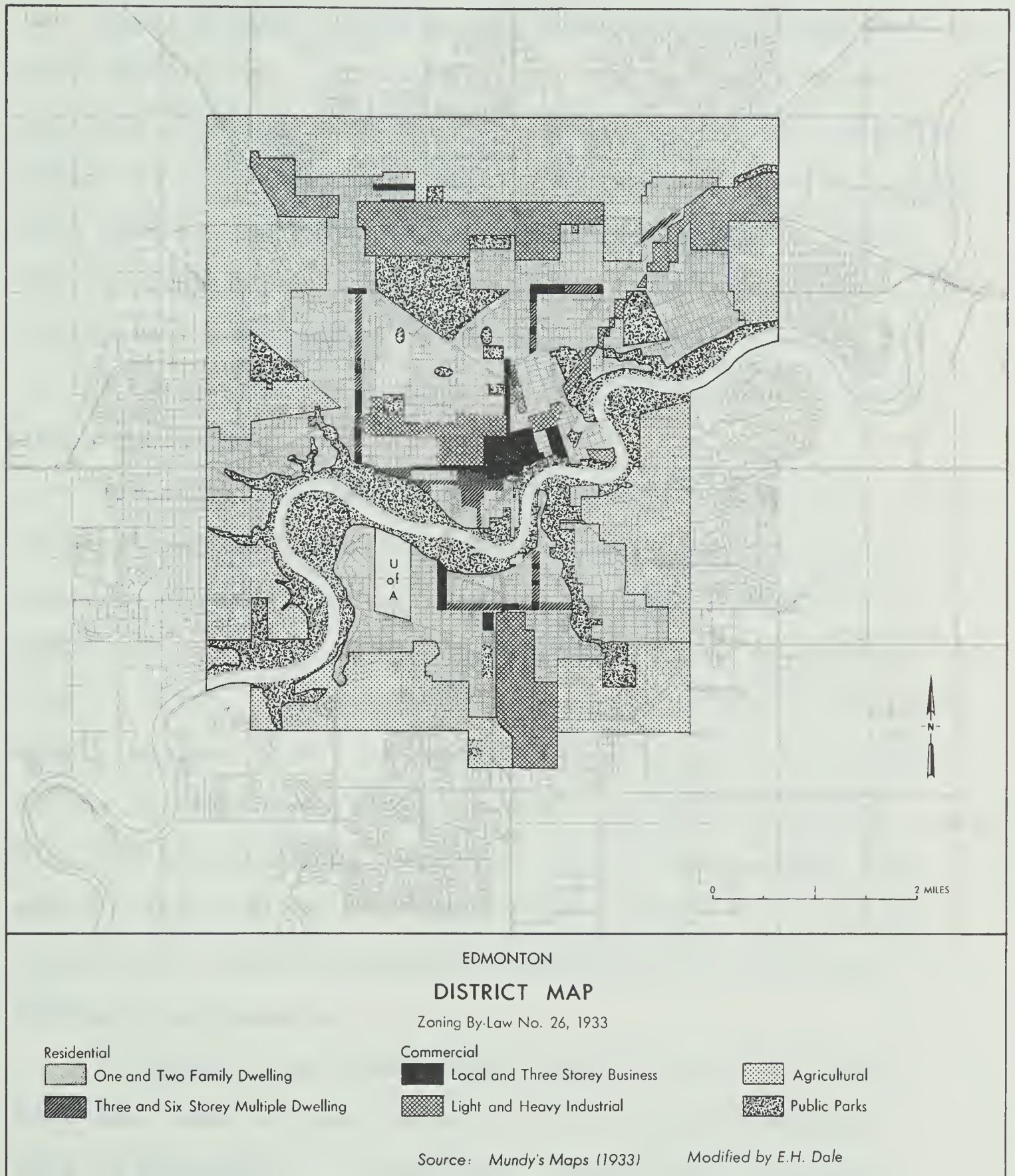
Another of its major contributions was the Zoning Bylaw of 1933. Despite the regular amendments to update it, it too cannot be considered as a modern town planning device for it was enacted without any reference to an official plan. Zoning bylaws should be treated as part of an overall planning programme, as a primary means of enforcing the land

use policies established by the master plan. Edmonton was divided into major land uses with clear distinctions drawn between industrial, commercial and residential zones as shown on the district map (see Figure 1). Commercial zoning was restricted to major arterials with provision for store clusters at corner intersections. This strip commercial zoning has had important repercussions. It permitted ribbon development along major thoroughfares - a problem which planners have not been able to rectify to the present day.

One other strikingly poor policy as revealed on the district map was the allowance of incompatible uses to abut onto one another. In many cases heavy industrial districts are found adjacent to single-family residential areas without proper buffer strips. Professors Spence-Sales and Bland criticized the zoning bylaw because it was designed on a cumulative principle where uses permitted in a higher district were also permitted in many of the districts lower on the scale.⁸ Thus, a single family residence could be allowed in an apartment district, a business district and an industrial area. Industry at the bottom of the scale was the most severely restricted in its choice of location. Under these conditions it could hardly be said that the zoning ordinance provided an effective means for carrying out planning controls - unless it were assumed that economic forces would somehow insure that a business district would be developed only for business purposes and an industrial district

⁸ Bland and Spence-Sales, op.cit. p. 29.

Figure 1



only for industrial purposes, even though residences were permitted there.

Also, in many respects, the bylaw was very rigid and very restrictive. For example, in the "D" three-storey multiple dwelling zones and "E" six-storey multiple dwelling zones, no provisions were made to accommodate non-residential uses such as churches, parks, and schools which can generally be regarded as quite compatible, if not desirable, with residential development. This type of severe rigidity led to the unfortunate consequence of excessive rows of monotonous buildings.

Moreover, in some places the bylaw laid down the minutest details regarding height restrictions, yard and court requirements and so on while in other instances it completely ignored certain factors which might have been just as vital. To illustrate this point, in the "D" and "E" zones, minimum side yard requirements related to the width of the lot were spelled out to ensure adequate light and air into the buildings. But the bylaw failed to take into account that the depth of the building should also be considered and therefore made no stipulation for rear yard minimum requirements.

Throughout the bylaw, where standards were laid out, they were done in great detail. It is doubtful whether this is desirable. It encourages standardized buildings, and as Mr. S.C. Rodgers, the present-day Director of Planning, remarked:

Height restrictions together with yard requirements established an envelope within which the building could be erected....It has the unfortunate consequence of limiting variety in the placement and form of contemporary apartment design. 9

Consequently, rigidity in zoning had the effect of freezing rather than encouraging and guiding private development. Zoning should not be static and over-rigid; it should be a regulatory device but it should operate in a flexible manner to meet the constantly changing needs and pressures of an evolving pattern of urban development. On the other hand, Zoning Bylaw 26, 1933, did prevent gross mis-use of land and intermingling of land uses and was effective as long as growth was moderately slow.

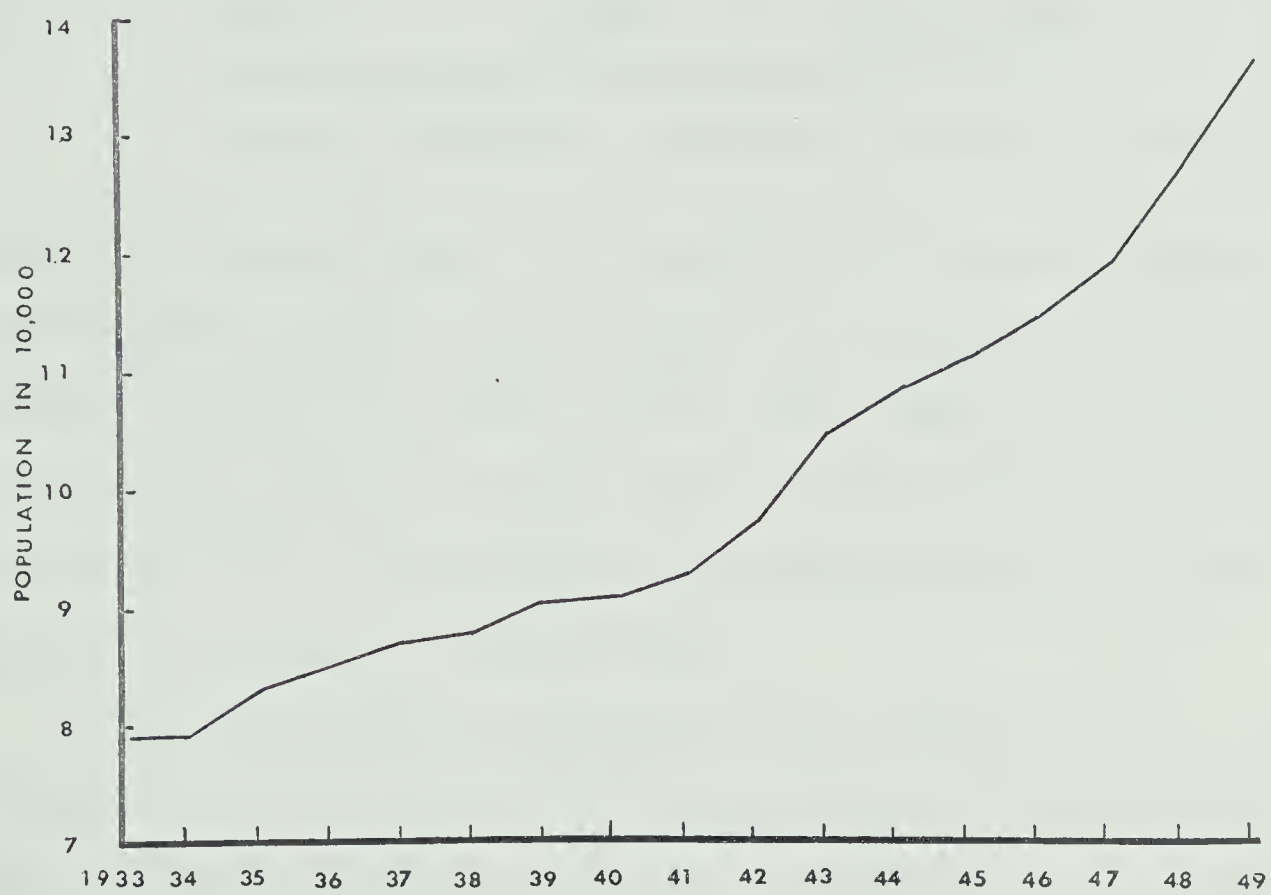
By 1949, the 1933 Zoning Bylaw was outdated and no longer bore reality to the existing conditions. The pattern of the city had changed considerably. Natural post-war growth, accentuated by the discovery of oil near Leduc in 1947, led Edmonton's population to a spectacular increase within a short period as shown in Figure 2. A glance at the statistics on single-family dwelling permits during the years 1946-49 perhaps can reveal the situation better (see Table I).

By the end of 1949 Edmonton was expanding to such a degree that serious development problems had arisen. It had become essential that some skilful planning should be

⁹ S.C. Rodgers, Report with Recommendations on Medium and High Density Apartment Districts and Standards, Edmonton, City Planning Department, March 8, 1961, p. 3.

Figure 2

EDMONTON
POPULATION GROWTH
1933-1949



Source: Civic Census, City of Edmonton

TABLE I - BUILDING PERMITS FOR NEW SINGLE-FAMILY DWELLINGS,
1946-1949

Year	Number of permits	Value in \$
1946	1,616	7,150,000
1947	1,316	6,449,000
1948	1,886	13,561,000
1949	2,807	19,595,000

Source: Building Inspector's Office, Edmonton

provided without delay. The public too became concerned. The Property Owners' Association, for instance, wrote to City Council on April 2, 1948 that "at this time it is particularly urgent that we should have skilled advice on street planning".¹⁰ This indicates the ineffectiveness of the obsolete 1932 Major Street Plan.

The Town Planning Commission too realized its inadequacy to cope with the fast-growing city and finally persuaded City Council to acquire a full-time permanent town planner.¹¹ Late in 1949 Edmonton appointed its first town planner, Mr. Noel Dant, who was entrusted to establish a Town Planning Department which would be on equal footing with the other civic departments.¹²

¹⁰ Letter from Property Owners' Association to City Council, Edmonton, April 2, 1948.

¹¹ Aitken, op. cit.

¹² N. Dant, Report from Town Planner to the Mayor and the City Commissioners, Edmonton, February 23, 1950.

City Council also engaged the services of two town planning consultants, Professors Spence-Sales and Bland from McGill University, to study the state of Edmonton's physical and administrative planning problems. After several weeks of intensive research and analysis, the consultants reported on the State of Physical Development and Administration Under the Provisions of the 1929 Planning Act. They pointed out the ineffectiveness of the Town Planning Commission and recommended its abolition. A prime recommendation was the establishment of a technical planning board which was to handle the technicalities of town planning and another body to be known as the planning advisory committee which was to handle matters of public relations. Direct liaison between these two bodies would be through the town planner.

To overcome the organizational faults of the Town Planning Commission, the consultants recommended that the technical planning board consist of the department heads who were most involved in problems of physical development so that there could be collective advice on the development of the city. The proposed members of the board were as follows:

The Mayor

One of the City Commissioners

The City Development Engineer

The City Engineer

The City Solicitor

The Medical Officer of Health

The Building Inspector and City Architect

The Town Planner, who was to be chairman of the board

The Superintendent of Parks and Playgrounds

The idea that planning encompasses assorted fields and that it must include most functions of government to be effective had been recognized earlier in Great Britain. The Barlow Commission as early as 1940 favoured the creation of a new planning body with powers extending beyond the bounds of any one government department. The British Town and Country Planning Act, 1947, permitted some coalition of various government departments though the actual organization was very different from that proposed by Professors Spence-Sales and Bland.¹³

The duties of the Technical Planning Board were to be similar to those of the Town Planning Commission except that its overall function was to be expanded to co-ordinate all municipal duties and responsibilities affecting the physical development of the city as a whole.

Following the consultants' recommendation on the creation of a technical planning board, thorough discussions among City Council, the newly-appointed Town Planner, the consultants and the Minister of Public Works were held. These led directly to the amendment of the 1942 Planning Act in April 1950. Section 11 of the 1950 amendment read:

¹³ See for example C.M. Haar, Land Planning Law in a Free Society - A Study of the British Town and Country Planning Act. Harvard University Press, 1951, Chapter I.

- (1) The Council of any local or rural authority by bylaw approved by the Minister may appoint a board to be known as a Technical Planning Board and may delegate to it such powers, other than the power of raising money or expropriating land, as may be necessary for the purposes of:
 - (a) preparing a general plan or scheme of development and a zoning bylaw or any plan or official scheme authorized by the provisions of Section 12;
 - (b) acting in an advisory capacity in matters pertaining to planning;
 - (c) promoting public interest in planning.
- (2) The bylaw may authorize the board to appoint such planning engineers, consultants or other officers as may be necessary for any of its purposes and to expend such funds as may be furnished by the Council. 14

On December 11, 1950, taking advantage of this newly amended section of the 1942 Act, Council passed Bylaw 1354 which officially established the Technical Planning Board (Appendix I).

On December 18, 1950, the first meeting of the Technical Planning Board was held. The members were as follows:

Deputy Mayor	Mr. W. Hawrelak
City Commissioner	Mr. D.B. Menzies
City Solicitor	Mr. T.E. Garside
Medical Officer of Health	Dr. G.M. Little
City Engineer	Mr. J.D.A. Macdonald
Building Inspector and City Architect	Mr. R.F. Duke
Town Planner	Mr. N. Dant
Parks Superintendent	Mr. A.C. Patterson. ¹⁵

¹⁴ An Act to Amend the Town Planning Act, 1950, Chapter 71, Section 11.

¹⁵ Technical Planning Board, Minutes, City of Edmonton, December 18, 1950.

It was agreed amongst the members that the City Engineer was to be the chairman of the board and he has held the chair ever since.

In later years two further changes were made to the composition of the Technical Planning Board. On February 25, 1952, the Superintendent of the Edmonton Transit System was added and on February 13, 1961, the Mayor was deleted from the formal list of members. At the same time the Superintendent of the City Land Department was added.¹⁶

¹⁶ Bylaw 2163, City of Edmonton, 1961.

CHAPTER II

THE LEGAL BASIS OF PLANNING BETWEEN 1950 AND 1963

Planning in the 1950s

At the inauguration of Edmonton's Technical Planning Board in 1950, the Town and Rural Planning Act of 1942 as amended in 1950, constituted the planning statute of the Province of Alberta. The 1950 amendment to the Planning Act was made at the recommendation of Professors Spence-Sales and Bland. The chief responsibility for the administration of the Act lay with the Provincial Planning Advisory Board, or the Town and Rural Planning Advisory Board prior to the Amendment.

Radical changes were incorporated into the amended act. Reference has already been made in the previous chapter to one of these. Section 11 of the Amendment provided that the council of any local or rural authority could appoint a Technical Planning Board. Also recognizing that urban growth was closely associated with rural development, the professors strongly recommended the establishment of a District Planning Commission which was higher in level than a single municipality yet lower in level than the whole province.

Provision for regional planning commissions had been made in the 1929 Planning Act and was again adopted in the 1942 Act but until 1950, no municipality had made use of the provision. Sections 11b - 11e of the 1950 Amendment again included this idea. However, the name regional planning commission was altered to district planning commission

and the duties and powers were more specifically outlined than in the previous acts.

The greatest change that was made in the 1950 Amendment was the provision for the extension of the concept of interim development prior to the final adoption of the general plan. This meant that during the intervening period, existing zoning bylaws could be suspended and interim control measures, based on a modified form of the British example, adopted. Interim development had appeared in the 1948 Amendment and was limited to "any proposed subdivision located in an area which is not subject to the provisions of any zoning bylaw", whereas the 1950 provision enabled interim control to be applied to the whole city.¹ Provisions for interim development were contained in Section 12a of the 1950 Amendment which reads as follows:

- (1) Upon the passage of a resolution providing for the preparation of a general plan, the local or rural authority shall forward to the Minister,
 - (a) a certified copy of the resolution; and
 - (b) a description of the area for which the plan is to be prepared.
- (2) Upon receipt of the resolution and description, the Minister may make an order to be known as an interim development order suspending the operation of any existing zoning bylaw and authorizing the local or rural authority to exercise control by bylaw over such development as may take place within the described area prior to the coming into effect of the general plan.
- (3) An interim development order shall,
 - (a) prescribe the powers to be exercised by the local or rural authority; and
 - (b) prescribe the manner in which the order is to be administered with respect to the control of interim development; and

¹ An Act to Amend The Town Planning Act 1948, Chapter 54, Subsection 29a.

- (c) contain provision for appeal to the Board against any decision of the local or rural authority.
- (4) The provisions of this Act with respect to the enactment, application, amendments and enforcement of a zoning bylaw shall apply to any bylaw passed pursuant to this section, the necessary changes being made. ²

On May 22, 1950, the Edmonton City Council passed the resolution required by Section 12a of the Planning Act as amended and this, together with the description of the area, was duly submitted to the Minister.³

Interim Development Order 1950

On July 18, 1950, the Minister issued an Interim Development Order which empowered Council to "exercise control over any land and all development which takes place or which may be proposed within the corporate limits of the City during the term of effect of the Order and until the coming into operation of the General Plan."⁴ Pursuant to the powers contained in the Order, the Council in October, 1950, passed the Interim Development Bylaw 1339 in which Council delegated much power to the Town Planner who was in fact entitled the Interim Development Officer or the Chief Administrator of the bylaw.⁵ In this regard, it is essential that the Town Planner be given wide powers if

² Ibid., 1950, Chapter 71, Subsection 12a.

³ Council Minutes, City of Edmonton, May 22, 1950.

⁴ Interim Development Order, City of Edmonton, July 18, 1950.

⁵ Interim Development Bylaw 1339, City of Edmonton, 1950.

he is to carry out the difficult and complex work of completing the comprehensive general plan. However, to safeguard the public against any arbitrary action on the part of the planner and to protect the planner himself from possible public abuses, the Bylaw established two levels of appeal from the planner's decision if an applicant felt dissatisfied with it.

Section 14 of the Bylaw provided for the establishment of an Interim Development Appeal Board which was the first level of appeal. This Board consisted of seven members appointed by Council: an alderman; a member of the public at large; one representative of each of the Alberta Association of Architects, the Alberta Land Surveyors, the Edmonton Real Estate, the Association of Professional Engineers of Alberta, and the Law Society of Alberta; and one other member. A majority vote of the members present at any meeting constituted the decision of the Board. In any case in which the Appeal Board could not reach a decision through lack of technical and other information submitted to it, the Appeal Board was to ask for the opinion of the Architectural Panel or the Technical Planning Board - both of which were created under the 1950 Amendment to the Planning Act.

At the second level of appeal, any applicant who was dissatisfied with the decision reached by the Appeal Board could go to the Provincial Planning Advisory Board. By and large, during the thirteen years under review, only an extremely low percentage of Interim Development Appeal Board

decisions were challenged at the Provincial level.

To further protect the public against the slightest possibility of the planner abusing his powers, Section 5 of Bylaw 1339 incorporated sections 2 - 18 of the 1933 Zoning Bylaw No. 26 as amended which was to be used as a guide during the interim development period. Any development which involved a change in the use classification from that which existed in the old Bylaw necessitated Council approval through the recommendation of the Appeal Board.⁶ (This was one of the major differences between Edmonton's Interim Development Bylaw and that of Calgary.) In retrospect, Mr. N. Dant felt that this was not a wise motion for it made application far too cumbersome, put too much work on the Appeal Board and above all, the attached Zoning Bylaw was too often considered by the public and their lawyers as a piece of legislation rather than treated as a guide.⁷

Because of the experimental nature of the planning procedures embodied in the 1950 Amendment, further and frequent amendments to the Planning Act and subsequent Interim Development Bylaw amendments were made in the decade following 1950 to cope with the unprecedented volume of development of all kinds. One of these was the creation of a third level of appeal. The provision in the 1954 Amendment gave Council some jurisdiction in approving development

⁶ Section 12, Interim Development Bylaw 1339.

⁷ Pers. comm. N. Dant, Provincial Planning Director, Edmonton, Alberta.

permits, thus allowing appeals to reach Council and then if necessary, to go to the Planning Advisory Board. In 1958, the Bylaw was further amended to the effect that City Council became the final body of appeal. The Provincial Planning Advisory Board was to have no direct involvement in civic matters.

Interim Development Order 1959

These procedures continued until November of 1958 when the unpleasant publicity of certain city officials who were accused of having illegal involvement in planning matters, resulted in new and more stringent regulations governing the administration of interim development. All this appeared in June 1959 when the Provincial Planning Advisory Board issued its second Interim Development Order in which it reinstated the appeal rights of the Provincial Planning Advisory Board. Under the new Order, the Interim Development Appeal Board became merely an advisory body to Council.

According to the second Interim Development Order, the power of the Development Officer was much restricted.⁸ He was only authorized

to act on behalf of Council in deciding applications with respect to those parts of the General Plan or policies concerning the control of development that... have been adopted by resolution of the Council.⁹

Also, it was stipulated by the Order that policies

⁸ Council, by the Interim Development Bylaw 1988, appointed the Planning Director or the Town Planner to be the Development Officer.

⁹ Section 7e - Second Interim Development Order, June 8, 1959.

concerning either the control of development or the progress of the General Plan should be considered by the Technical Planning Board before being presented to Council.¹⁰ Furthermore, the Order put greater pressure onto City Council, that it was "to complete the General Plan without undue delay."¹¹ To assure this, City Council was instructed by the Province to report annually to the Provincial Planning Advisory Board on its progress with the General Plan.¹² Apparently, Council did not seem to have abided by this regulation. Despite fastidious searching, only two such annual reports have been recovered for the whole of the interim period when the Order was in force.¹³

Pursuant to the Provincial Interim Development Order No. 2, Council passed its Second Interim Development Bylaw 1988 on March 28, 1960. Schedule A, or portions of the 1933 Zoning Bylaw which was appended to the previous Interim Development Bylaw 1339, was discontinued for the City had grown and altered so tremendously that the old district map and its accompanying Zoning Bylaw was absolutely meaningless.

Planning in the 1960s

The Planning Act was again amended in July 1960 which brought in a new provision whereby Council, with the approval

¹⁰ Ibid.

¹¹ Ibid., Section 12.

¹² Ibid., Section 13.

¹³ Planning Department, Annual Reports. Edmonton, 1959-60, 1960-61.

of the Provincial Planning Advisory Board, was empowered to "bring into operation any part or parts of the general plan before the completion of the full plan."¹⁴

At the end of 1961, the complete Planning Act was rewritten to provide, wherever possible, that decisions be vested with the elected representatives rather than with officials and other appointed bodies.

In 1963, the Act was again reviewed and rewritten. Interim development control was amended to development control (possibly because some parts of the city had been adopted as parts of the general plan). One of the pertinent amendments was the renaming of the Technical Planning Boards as Municipal Planning Commissions. This was done mainly to suit the smaller municipalities which did not have sufficient technical personnel to form a technical planning board. Thus, Section 15 of the 1963 Planning Act permitted lay persons who were interested in planning matters to become members of a municipal planning commission. However, as far as Edmonton was concerned, Bylaw 2147, passed on July 22, 1963, and which created the Edmonton Municipal Planning Commission, had membership provisions similar to Bylaw 1354 which established the Technical Planning Board in 1950. Actually, the life of the Technical Planning Board in Edmonton, which is the main theme of discussion of this thesis, terminated on July 22, 1963, with the formation of the Municipal Planning Commission.

¹⁴ An Amendment to the Town Planning Act, 1960, Chapter 107, Section 18.

Subdivision and Transfer Regulations

Apart from the provisions outlined in the Planning Act, planning controls also stemmed from other legislation. One source which had direct significance to the Technical Planning Board was the Surveys and Expropriation Act. Pursuant to this and the Planning Act, the Subdivision Regulations in 1953 and the Transfer Regulations in 1954 were passed respectively.¹⁵ Under these Regulations, the Technical Planning Board was designated to be the approving authority for all subdivisions and transfers within the City of Edmonton. Subdivision means "an area of land which has been divided into two or more parcels whether by plan or by description or otherwise".¹⁶ Subdivisions done by plan and those done by description are identical except for procedures to be used in making applications for subdivision approval. In the case of the former, the consent of the Director of Surveys is also required before the plan can be registered in the Land Titles Office.

Transfer means " any such sale, lease, mortgage or change or agreement to sell, lease, mortgage or change or any other document or act".¹⁷ By an amendment to the Regulations in 1955,

¹⁵ The Subdivision Regulations passed by O.C. 969-53, Alberta Gazette, July 15, 1953: and The Town and Rural Planning (Transfer) Regulations - O.C. 167-54, Queen's Printer, Edmonton.

¹⁶ Subdivision Regulations, p.2.

¹⁷ Transfer Regulations, O.C. 167-54, p. 1.

'transfer' means any transfer by description or other document (other than a plan of subdivision or plan of survey) that is intended to effect the transfer of an interest in a small parcel or a new parcel...the description of which is not of record in the Land Titles Office immediately prior to the execution of that transfer or other document. 18

Both the subdivision and transfer regulations mainly dealt with physical and technical questions of layout and suitability of land to be subdivided or transferred. Section 4 of both these Regulations, for instance, states:

No land shall be subdivided/transferred unless it is suited to the purpose for which it is intended, having regard to

- a) the nature of the soil
- b) surface drainage
- c) the danger of (i) flooding
(ii) subsidence
(iii) erosion
- d) accessibility and
- e) the use of land in the immediate vicinity.

Also, warned by experiences of the past, the planning authorities made the following separate provision in the Regulations:

No land shall be subdivided/transferred unless it may be reasonably expected to be used within a reasonable period of time for the purpose for which it is proposed to be subdivided/transferred.²⁰

To reiterate, under the Subdivision and Transfer Regulations, the Technical Planning Board was designated as an "approving authority".²¹ However, according to Bylaw

¹⁸ Transfer Regulations as amended O.C. 71-55.

¹⁹ Subdivision and Transfer Regulations, Section 4.

20 Ibid., Section 5.

²¹ Ibid., Section 19.

No. 1354, Council did not delegate any executive powers to the Board which could only "act in an advisory capacity in matters pertaining to planning".²² It thus becomes evident that the Technical Planning Board was receiving authority from two sources: the Provincial Planning Board and the City Council of Edmonton.

Interim Development

Since the existence of the Technical Planning Board fell entirely within Edmonton's interim development period, it may be well worthwhile to discuss in somewhat greater detail some aspects of planning under interim development.

Interim development refers to the time between the first resolution by the City Council to guide and control development and the adoption by the same authority of the General Plan. The word development had different meanings as spelled out by the various orders and their amendments. Thus, in the 1950 Provincial Order, development was defined as:

the making of any change in the use of any building or of any land either by way of increasing the number of families occupying and living in the building or on the land or by way of building, engineering or other physical operations. 23

In the 1954 Amendment, development was amended to mean:

²² Bylaw 1354, Section 2b.

²³ Interim Development Order, 1950, Section 2(i).

the making of any change in the use or occupancy of any building or any land either by way of increasing the number of families occupying and living in the building or on the land or by way of building, engineering, mining or other physical operations. 24

Again, in 1959, development in the Second Interim Development Order meant:

the carrying out of building, engineering or other operations in, on, over or under land, or the making of any change in the use or intensity of use of any land or buildings. 25

Interim Development procedures enabled each application for development to be considered on its own merits. Permission was granted if it conformed with the Evolving General Plan, an outline map drawn by the Planning Department and the Technical Planning Board. On the map were shown four general zones: greenbelt, general urban, central area and industrial (Figure 3). By means of interim development techniques then, the general plan gradually took shape and as Kostka puts it: "Each permission granted represents a concrete step achieved in the formulation of the plan".²⁶

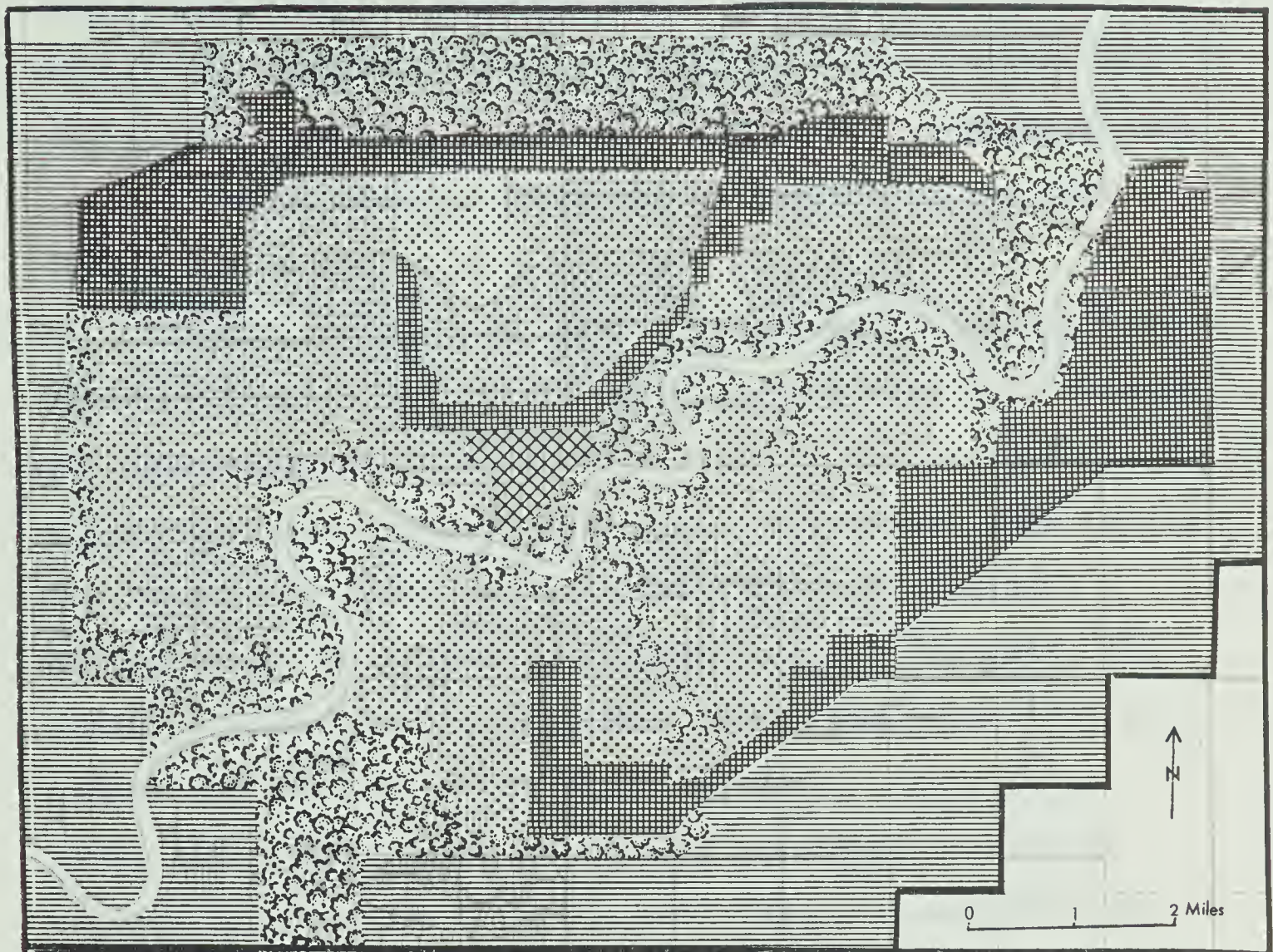
Interim Development would seem to be a highly desirable technique: it is flexible yet restrictive; it is a breathing interval whereby the public can be gradually

²⁴ Interim Development (Amendment) Order, August 30, 1954, Section 2(e).

²⁵ Interim Development Order No. 2, June 8, 1959, Section 2(3i).

²⁶ J. Kostka, Neighbourhood Planning. Sponsored by the Appraisal Institute of Canada, Winnipeg, 1962, p. 29.

Figure 3



EDMONTON

OUTLINE GENERAL PLAN



"A" zone greenbelt



"B" zone greenbelt



Central area



Industrial



General urban

N.B. As an official copy of the Evolving General Plan could not be found and since the Outline General Plan produced by the Edmonton District Planning Commission in 1952 was described as "almost entirely in keeping with our Evolving General Plan", the former is used here for reference.

(Commissioners' Report, August 13, 1951)

acquainted with the objectives and principles of the anticipated general plan; it allows the public to see how the general plan has been evolving and it also enables them to gain some knowledge about the estimation of the cost of future development.

However, to prolong interim development is dangerous, since nothing is definitely fixed. There exists an element of uncertainty which only encourages the speculator but discourages the cautious developer. Of course, this raises the question of what is the ideal period of interim development. This depends upon the size of the city, the amount of development that takes place, and above all, the number and quality of the planning staff. As early as 1953, after three years of interim development control, certain organizations such as the Alberta Association of Architects and the Chamber of Commerce had voiced their discontent with the City's continuation of interim development. The town planner of that time had initially estimated that three years could suffice for the purpose, but as he explained at the end of that period, "there was an extent of the 'boom' phases of physical expansion and all the emergency and necessary design and administration work that went with it",²⁷ so much so that there was hardly sufficient time to work on the General Plan.

Public criticism became more and more severe as

²⁷ Report from N. Dant to City Commissioners, Re: Town Planning Department, Edmonton, February 10, 1953.

interim development was extended. Justice Porter, in his 1959 report on the judicial inquiry regarding certain city officials who were involved in planning affairs had this to remark:

Council has to make decisions from day to day having regard to the proposed development conforming with the general plan being prepared. This duty was to fit the present into a future plan almost unknown and ill-defined. 28

He continued to say:

There being therefore no plan and zoning of doubtful validity, we have had a piecemeal control of development within the city exercised in part by the Council but in much larger measure by the town planning department. Under this misconception, it is my opinion that there has been improper handling and administration of town planning. 29

It was mainly the report of the Porter Commission that triggered both the provincial and the municipal planning authorities into action. The Provincial Planning Advisory Board issued its second interim development order in 1959, stating that Council and the Planning Department must speed up the adoption of the general plan.

To facilitate progress in preparing the general plan, the City adopted two measures. In the first place, the Planning Department reinforced its planning staff. A separate planning and research section was created in 1959 to work exclusively on the general plan.³⁰ Secondly,

²⁸ Report of the Hon. Mr. Justice M.M. Porter, Supreme Court Reporters, Edmonton, Alberta, 1959, p. 60.

²⁹ Ibid., p. 61.

³⁰ Planning Department, Annual Report. City of Edmonton, 1959-60.

taking advantage of Section 89 of the 1953 Planning Act, Council, by Bylaw 2021, established a three-man Planning Advisory Commission in December 1959. This lay body was established to advise and assist Council with regard to planning the orderly development of the city and in particular, to be responsible for the preparation of a general plan.

The purpose of the establishment of the Advisory Commission and the duties assigned to it were similar to those of the Technical Planning Board. Indeed, there was much debate at the time since it was thought to be a duplication of duties. However, Mayor Roper explained how the two similar yet different bodies could function co-operatively. He suggested that:

this committee (commission) be made available 2 or 3 times a week to hear the ideas of the Technical Planning Board. These ideas would be conveyed to the public through any public hearings deemed necessary by the committee. 31

In retrospect, it does seem that the creation of the Planning Advisory Commission was a wise move, for in less than three years much of the General Plan was "either complete, well-advanced, or so well underway that their completion is assured".³² On July 18, 1963, the Commission resigned, knowing that its duty was completed.³³

³¹ Technical Planning Board Minutes, December 3, 1959.

³² Letter from the Planning Advisory Commission to the Mayor and Council, City of Edmonton, July 18, 1963, p. 2.

³³ Loc. cit.

Interim development, once cited as "this awful piece-meal dealing with the development" of Edmonton, lasted too long.³⁴ Many of the earlier surveys and information which had been gathered for the general plan had to be abandoned since during the intervening years, Edmonton had grown and changed so much.³⁵

³⁴ Letter from Mayor Roper to N. Dant, February 15, 1960.

³⁵ Pers. comm., N. Dant.

CHAPTER III

IMPACT OF THE TECHNICAL PLANNING BOARD ON EDMONTON, 1950-1959

Section 2 of Bylaw 1354 which established the Technical Planning Board outlined its duties as follows:

To act as a co-ordinating board on all technical and administrative matters that bear upon the development of the City of Edmonton for the purpose of

- (a) preparing and submitting to Council for its approval a General Plan or scheme of development and zoning bylaw or any plan or official scheme authorized by Section 12 of the Planning Act;
- (b) acting in an advisory capacity in matters pertaining to planning;
- (c) promoting public interest in planning;
- (d) and to do all such acts, matters or things as may be necessary or incidental to the carrying out of such duties. ¹

Evidently the duties of the Board were broad and general. However, it is difficult, if not impossible, to evaluate fully the work performed by the Board during its first nine years of operation for the simple reason that there is neither a complete set of correspondence files nor minutes available. The Board did not comply with the provision in Bylaw 1354 that it should hold meetings at least once in each month, that it should keep written minutes, and that it should report in writing to the Commissioners concerning all business transacted at its meetings and all recommendations made. In reply to Alderman Mitchell's question regarding the operation and

¹ Bylaw 1354, Section 2.

functioning of the Board in 1954, Noel Dant had this to say:

The Technical Planning Board meets only at the call of the chairman when matters involving policy and direction to the town planner are required regarding any physical development matter. Since the existence of the Board in 1950, we have averaged about four meetings a year.²

In this respect, the Technical Planning Board in Edmonton differed from that of the City of Calgary. Mr. R.M. Rookwood, Director of Town and Rural Planning for Alberta, brought this out in 1958:

Although the Interim Development Orders for Edmonton and Calgary contain roughly parallel provisions for the establishment and operation of Technical Planning Boards, I have the impression that there may be considerable differences in the way in which the two Boards operate in practice. I regularly receive copies of the Minutes of the Calgary Technical Planning Board meetings, but I have no similar information, or indeed any information of any kind as to what part the Edmonton Board plays in the planning of the City.³

Not only was there a limited number of meetings, thus resulting in a limited number of minutes, but also not all of the minutes were properly filed and kept. Several factors have probably brought this about. Firstly, the chairman of the Technical Planning Board was the City Engineer and all the meetings were held in his office and likewise, the minutes were stored in his department. Some have been returned to the Planning Department since the move into City Hall from the Civic Centre in 1958 but unfortunately some have been misplaced and thus "lost". As a matter

² Letter from N. Dant to City Commissioners, December 20, 1954.

³ Letter from R.M. Rookwood to W.R. Brown, May 21, 1958.

of fact, some of the minutes of the Board were found in the files of the Engineers Department during the process of research. Secondly, the Planning Department had only started. It was small and short of staff. Also the constant turnover of clerical staff tended to aggravate the situation. During the period between 1954 and 1957 a total of eight clerks resigned.⁴

The mystery behind the loss of some of the records of the Technical Planning Board is, however, not the actual concern of this thesis. Nevertheless, it should be borne in mind that this chapter is an assessment of the Board for the years 1950 to 1959 based only on those records that have been found.

Until June 1956, during the first six years of its operation, according to the Town Planner, W.R. Brown, the Technical Planning Board had dealt with the following major items, some of which will be subsequently discussed:

...the location of a Tannery, location of a Shopping Centre involving road closure, consideration of bylaws controlling ice-cream drive-ins, used car lots, gas service stations and motels. The Board has also dealt with major problems of fringe development and highway problems.⁵

Service Stations

Before the establishment of the Planning Department in

⁴ Letter from W.R. Brown to K.L. Tegart, January 24, 1957.

⁵ Letter from W.R. Brown to M. Zides, June 8, 1956. Discussions can only be made on those topics where relevant materials have been made available.

1949, approval of service station sites and in fact, approval of any zoning application was granted by the City Architect. This duty was subsequently transferred to the Planning Department. In 1951, Noel Dant proposed that a bylaw laying down policies regarding the development, establishment and operation of service stations within the city should be prepared in view of the fact that the demand for service stations was growing rapidly. And, since the Technical Planning Board was created to advise the planner in administering different types of land use, it would seem appropriate that the Board should prepare and recommend to Council a bylaw governing this use. Following Dant's proposal, the Technical Planning Board appointed a subcommittee - the Gas Station Committee - which consisted of J.D.A. Macdonald, the City Engineer, N. Dant, the Town Planner, and D.L. Macdonald, the Superintendent of the Edmonton Transit System, to investigate the situation and to prepare the Service Station Bylaw.⁶ Negotiations between the committee and representatives of various oil companies (viz. British American, Imperial Oil and McColl Frontenac) took place. That was the first time that outsiders were invited to participate in developing public planning policies. Indeed, this respect for public opinion was a credit to the Technical Planning Board. An eventual agreement reached by the oil representatives and the Gas Station

⁶ Technical Planning Board, Minutes, April 3, 1952.

Committee resulted in the recommendation of Bylaw 1548 which Council subsequently passed on June 8, 1953.⁷

This bylaw clearly outlined the requirements for the location, layout and designs of service stations. Recognizing service stations as potential nuisances, the Board set provisions to enhance their safety and convenience for the public. Minimum sizes and dimensions of sites were prescribed to ensure sufficient space for cars that were waiting to be serviced or picked up so that they need not take up public land. Provision was also made to enhance the control as well as the movement of automobile traffic. For this reason, the numbers of entrances and exits were limited, as numerous entrances would tend to hinder traffic movement on the streets.

Although not specifically laid out in the bylaw, there were some policies which were favoured and thus encouraged by the Board. In their opinion, the most ideal location for a service station was adjacent to a rotary intersection as this would "tend to rotarize traffic going into the service station for servicing and bring down collision to an absolute minimum".⁸ For this reason, forty-five sites located at existing or proposed rotaries were tentatively re-zoned for service stations.⁹

⁷ Bylaw 1548, A Bylaw Respecting the Development and Establishment of Gasoline Service Stations, Edmonton, June 8, 1953.

⁸ Letter from N. Dant to L.W. MacDougall, Feb. 4, 1952.

⁹ Letter from W.R. Brown to D.B. Menzies, Feb. 10, 1955.

Corner sites, particularly those along major arteries, were much preferred too. This, the Board felt, would be an asset both to the community and to the operator. Also service stations on corners afford clearer visibility for drivers than do sites which are fully occupied by buildings.

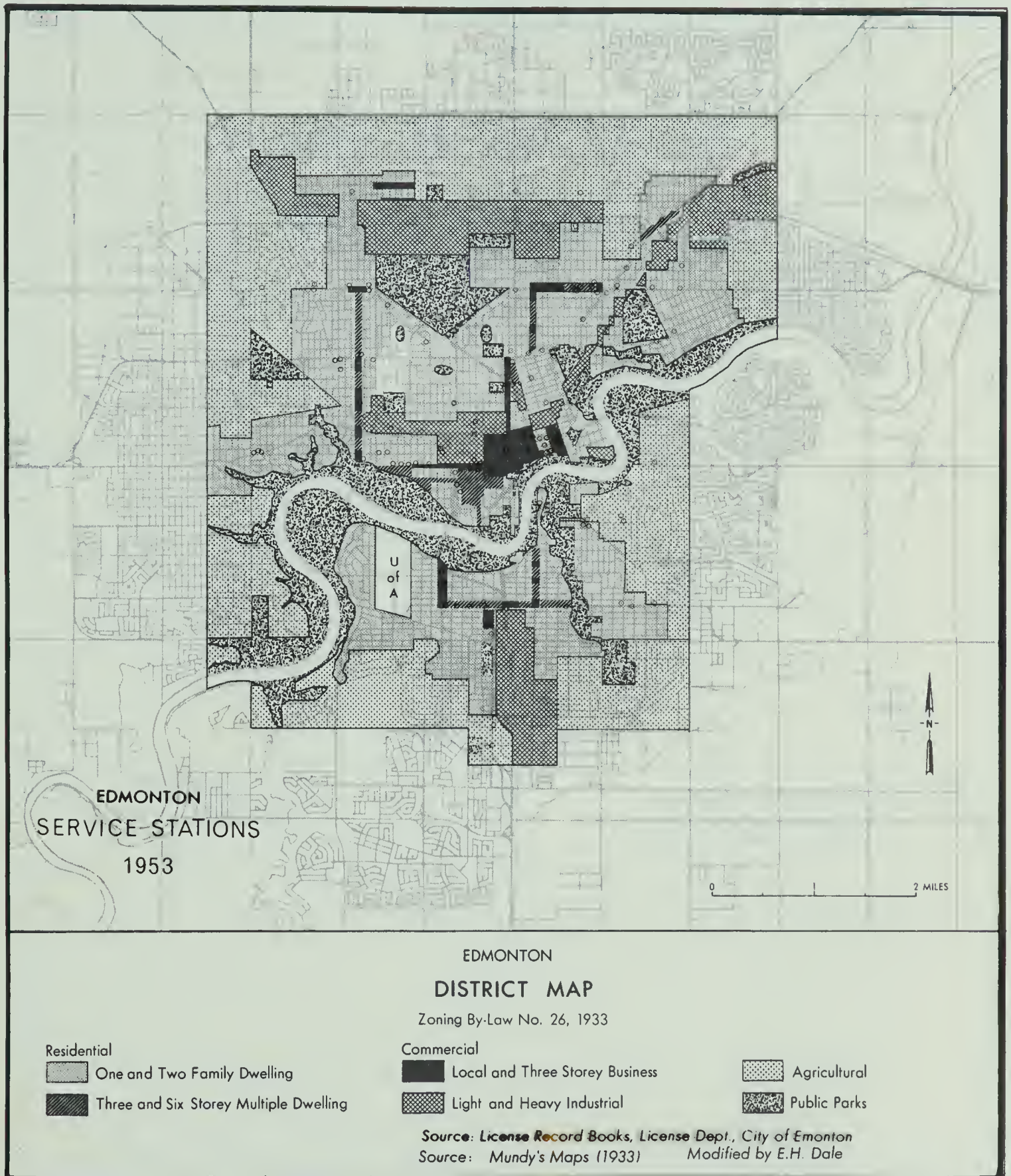
As service stations would tend to depreciate the value of the adjacent dwellings, the Board, wherever possible, tried to restrict their location to the entrances of neighbourhoods. Incorporating service stations with local or major shopping centres was also viewed with favour by the Board.

As from June 8, 1953, the effective date of Bylaw 1548, until July 22, 1963, the termination date of the Technical Planning Board, the number of service stations increased from 168 to 330.¹⁰ It is difficult to specify the exact number of these that were recommended for approval by the Board, as some were approved by adjacent municipalities before annexation by Edmonton.¹¹ Nevertheless, it is safe to say that the Technical Planning Board dealt with a large proportion of the increase. From Figures 4 and 5, showing service stations in operation in 1953 and in 1963, Board policies regarding service station location can be analyzed.

¹⁰ License Record Books, License Department, City of Edmonton, 1953-1963.

¹¹ Proposed service station sites must be approved by Council which in many cases would endorse the recommendation of the Technical Planning Board - letter from W.R. Brown to M. Zides, Re. Service Stations, January 27, 1958.

Figure 4



Source: License Record Books, License Dept., City of Edmonton

EDMONTON
SERVICE STATIONS
1953

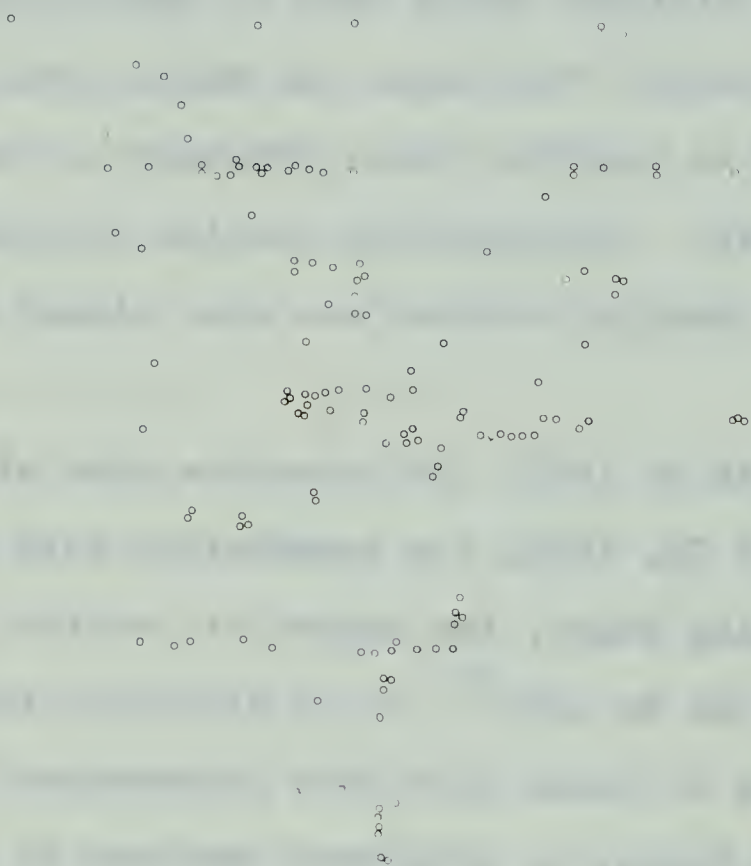
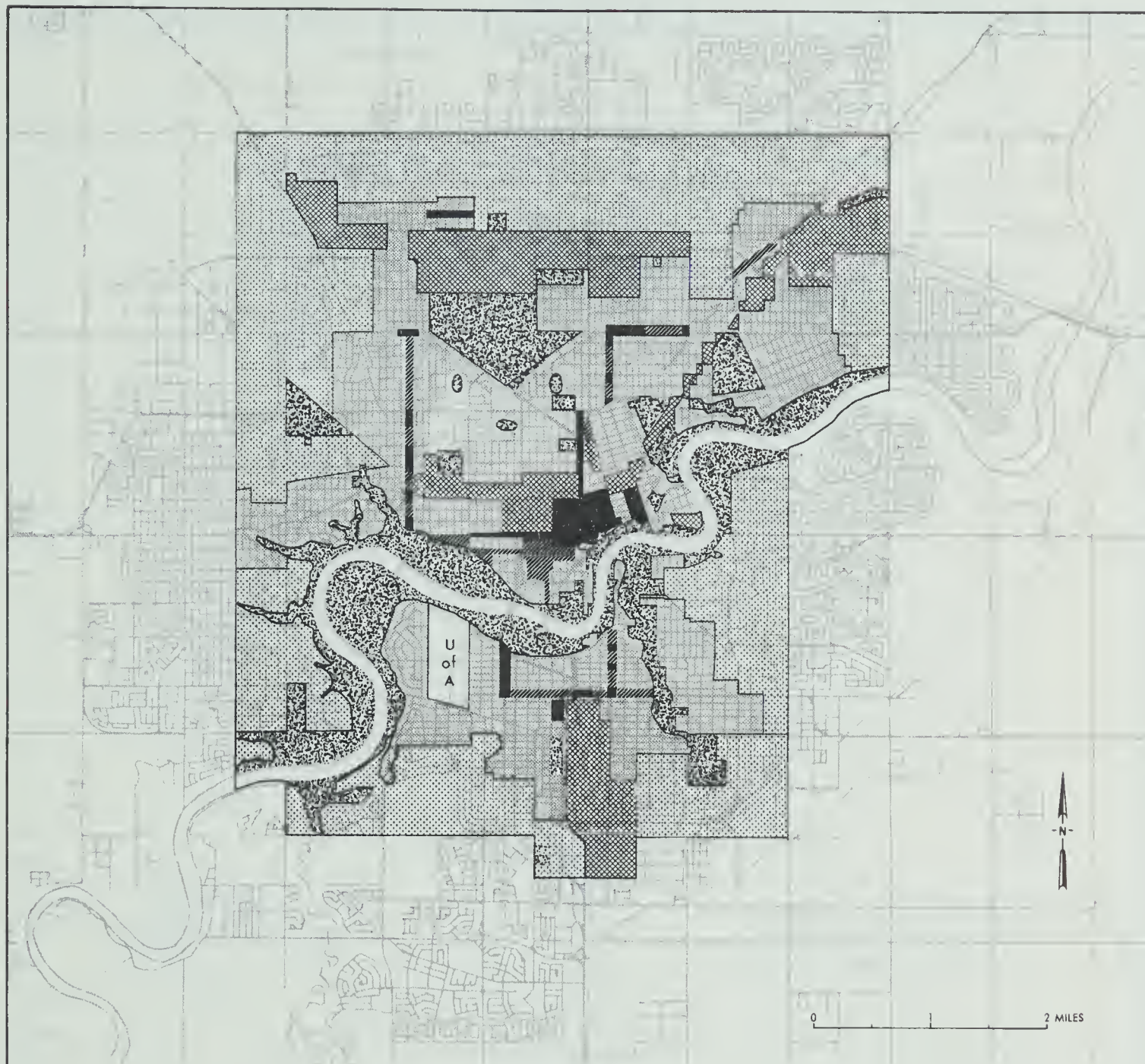


Figure 4





EDMONTON



DISTRICT MAP

Zoning By-Law No. 26, 1933

Residential

-  One and Two Family Dwelling
-  Three and Six Storey Multiple Dwelling

Commercial

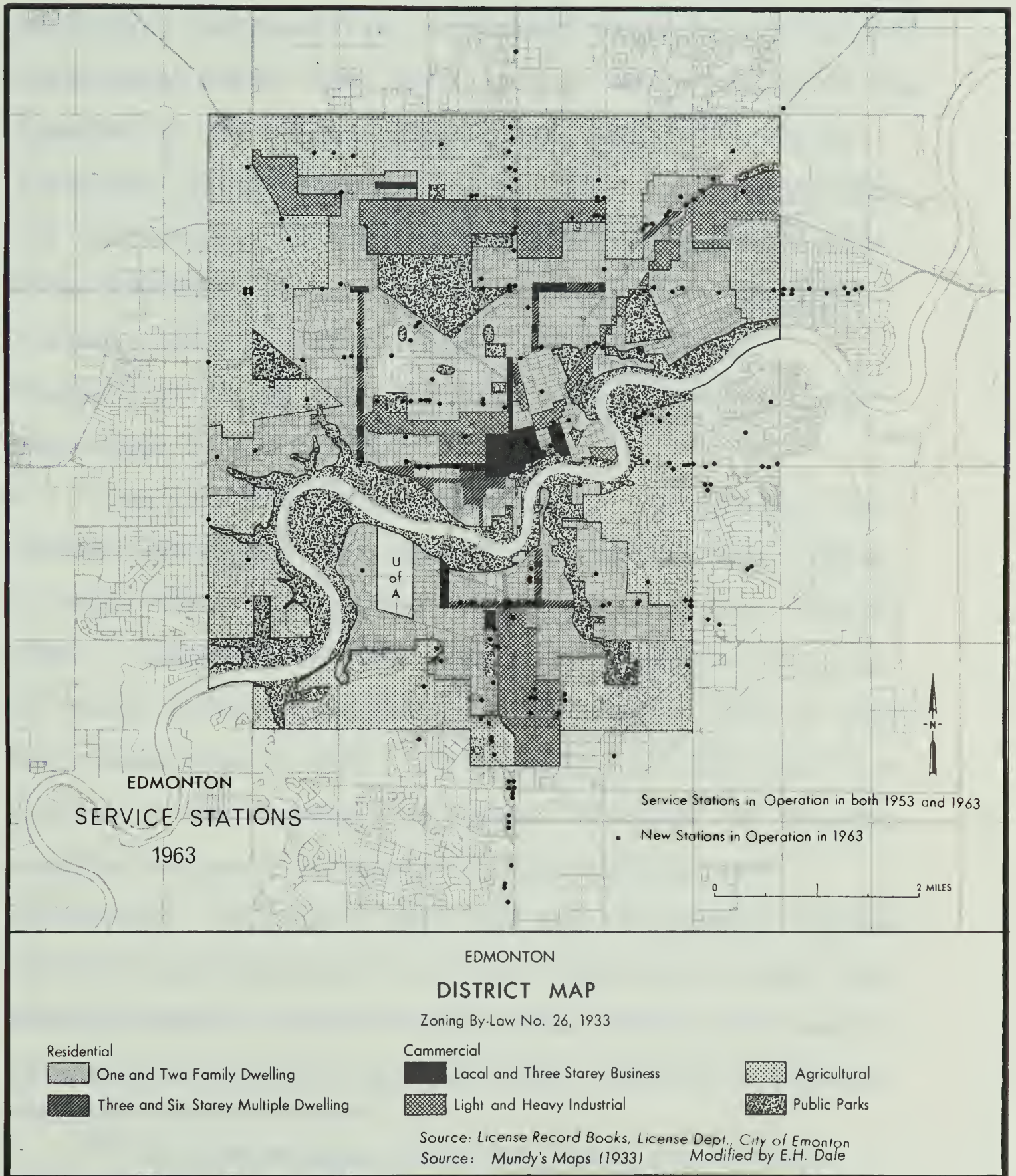
-  Local and Three Storey Business
-  Light and Heavy Industrial

-  Agricultural
-  Public Parks

Source: Mundy's Maps (1933)

Modified by E.H. Dale

Figure 5



Source: License Record Books, License Dept., City of Edmonton

1963 SERVICE STATIONS EDMONTON

• New Stations in Operation in 1963

• Service Stations in Operation in both 1963 and 1963

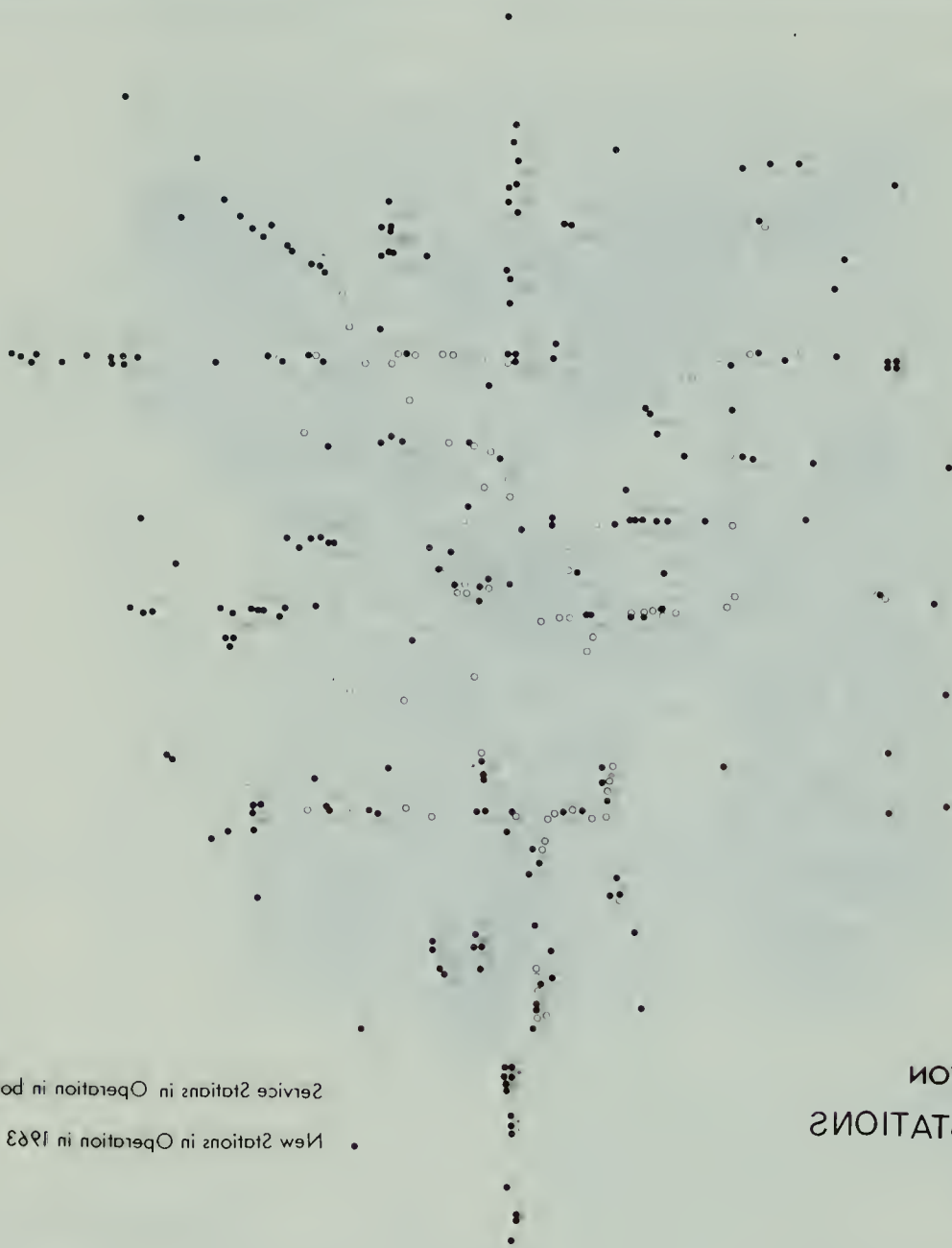
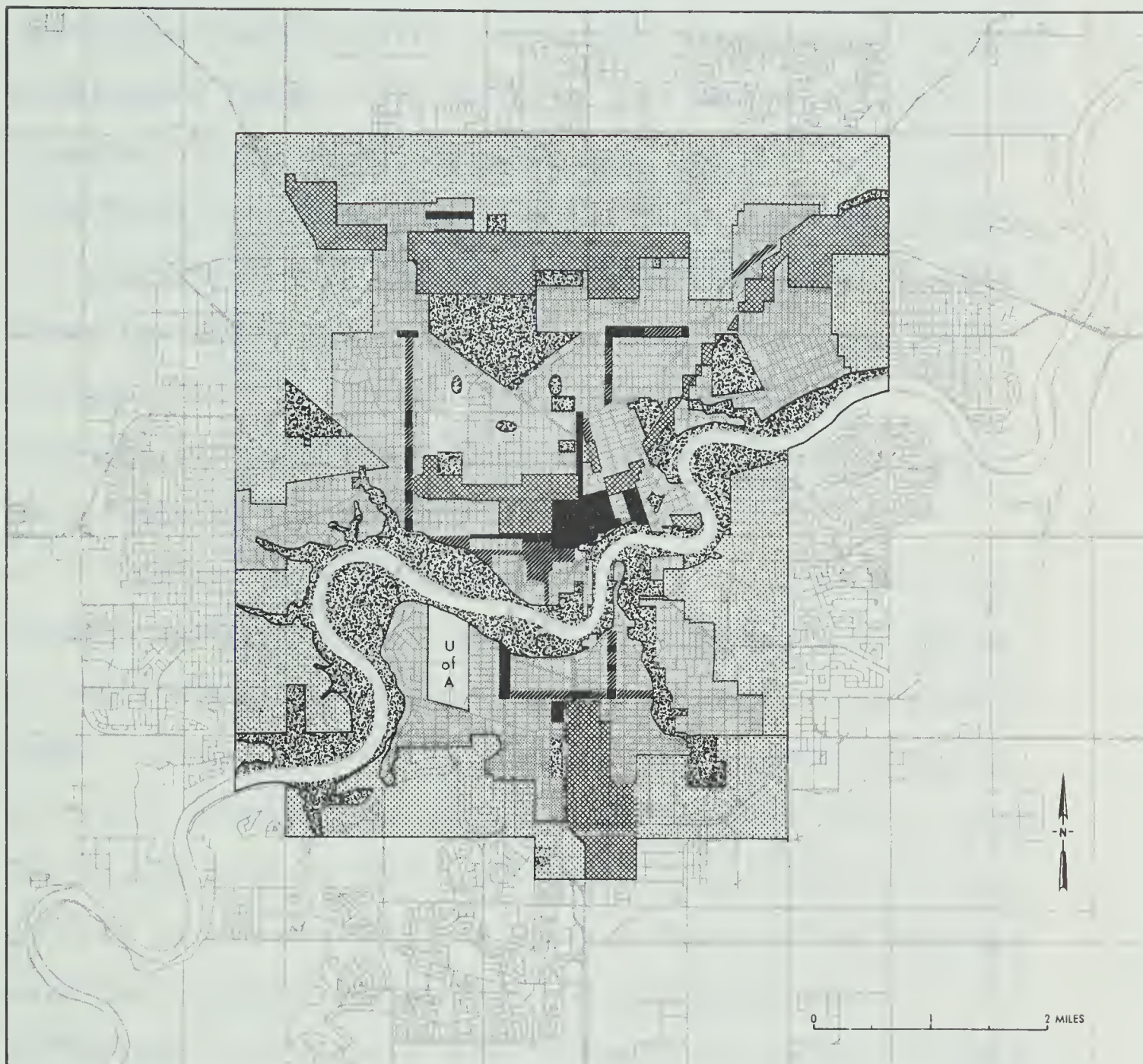


Figure 2



EDMONTON

DISTRICT MAP

Zoning By-Law No. 26, 1933

Residential

- One and Two Family Dwelling
- Three and Six Storey Multiple Dwelling

Commercial

- Local and Three Storey Business
- Light and Heavy Industrial

- Agricultural
- Public Parks

Source: Mundy's Maps (1933)

Modified by E.H. Dale

From the 1953 map, it is evident that service stations are restricted to the business and industrial districts, the permitted zones under Schedule A of Interim Development Bylaw 1339, which in fact was the District Map appended to the Zoning Bylaw No. 26, 1933.¹² A marked locational pattern had existed by 1953. Service stations are concentrated in the downtown area and are also found along the major arterials such as 82nd, 101st and 118th Avenues, 104th and 97th Streets, and Fort Road.¹³ Stations at corner and triangular lots comprise a large percentage of the total.

From the 1963 distribution map, it is apparent that certain new trends have emerged over the ten-year period. To begin with, the downtown concentration is less significant. Comparing the two maps, it is noticeable that 14 of the 29 stations operative in the downtown area in 1953 had closed down by 1963. Although ten new ones have been erected in the vicinity, an overall decrease had occurred despite the great increases in other central area activities. This could have been due to economic factors, such as the increasing cost of the land, or it could have been the Board's policy to discourage service stations in this traffic-centred zone. Secondly, there is a greater

¹² For convenience, these two terms may be used interchangeably in this context.

¹³ The downtown area is here delineated by the C.N.R. yards to the north, 97th Street to the east, the bluff of the North Saskatchewan River to the south and Groat Ravine to the west.

tendency for decentralization. Service stations are found at neighbourhood entrances such as at Hardisty, Sherbrooke and Lendrum Place. This is desirable as it offers greater convenience to the individual neighbourhood residents and at the same time relieves some traffic congestion. To further decentralize the motor traffic, service stations are also incorporated into shopping centres such as Bonnie Doon and Westmount.

As previously mentioned, the Board favoured service stations to be located adjacent to traffic rotaries, and this is also borne out by Figure 5. For example, they are located at 107th Avenue and Groat Road, and at 118th Avenue and 101st Street, adjacent to traffic rotaries.

Unlike the situation in 1953, the location of service stations by 1963 no longer bore any relationship to the 1933 District Map. Service stations are found in all sorts of districts. Their approval for development had been granted on individual merits. In general, the Board abided by its planning and development policies, possibly even at the expense of other factors. As an illustration, the Board favoured corner sites and, in some instances, went to the extent of approving sites at all four corners of an intersection, as at 97th Street and 118th Avenue. Another example of such "indiscriminate" approval of service stations is found along arterials, though not the major ones. For example, there were seven service stations between 79th and 84th Streets on 101st Avenue as well as

seven along 107th Avenue between 109th and 116th Streets.

There did seem to be an overabundance of service stations in many areas and even in the city in general. This problem of over-supply had been realized and a subsequent survey revealed that:

Edmonton would appear to have more service stations per capita than generally found in U.S. cities....Commissioners reported the city now has 249 filling stations, while on the basis of a ratio established in the U.S. [of 1,250 persons per station], 200 stations should be adequate. 14

The Technical Planning Board made no attempt in the bylaw to regulate the number of service stations either in the city or at any specific location. City Council felt that it should not interfere with private enterprise. Unlike cities such as Peterborough, Ontario and Nanaimo, British Columbia, which had an outright ban on new stations once the saturation point has been reached, Edmonton had no such regulation in the 1950s.¹⁵ The Technical Planning Board, when criticized, pointed out that its duty was to decide on land use and not on competitive business factors. However, despite this justification, Mr. Brown explained that in fact some attempt was made to prevent an excessive concentration of service stations at any location. For example, an application would be refused on the ground that too many persons were affected by that location,

¹⁴ The Edmonton Journal, April 15, 1958.

¹⁵ Loc. cit.

"while in our mind there may be too many existing stations in a given area".¹⁶ This reflects the difficulty an authority has in adjudicating the types of uses in private property in a democratic society. Although it had been recognized that an over-supply of service stations, either in the city at large or at one specific location, was undesirable, the planning authority did not feel it could control the numbers without being accused of discrimination. Furthermore, being less knowledgeable about the market situation of gasoline retailing than the oil companies, the Technical Planning Board purposely left the business factor to the discretion of the individual companies.

The question of the location and number of service stations was always controversial in the 1950s, not only between the authority and the public and between the oil companies and the public, but even amongst Council and Technical Planning Board members. Protests signed by ratepayers who lived near proposed service station sites were common.¹⁷ Service stations were regarded as detrimental to adjacent property values and as a source of "fire, traffic and pedestrian hazards, noise".¹⁸ Some of these reasons were justifiable while others were founded on purely irrational, if not emotional, grounds.

¹⁶ Letter from W.R. Brown to M. Zides, January 13, 1958.

¹⁷ For example, petition signed by J. Kiniski and ninety ratepayers to Council, July 12, 1954.

¹⁸ The Edmonton Journal, April 17, 1958.

For example, on the question of whether service stations would increase traffic hazard, create additional traffic and cause accidents, the Superintendent of the City Traffic Department, Mr. F.E. Sloane, replied as follows:

...service stations have very little if any effect on the traffic problem. There can be no doubt that the flow of traffic is changed somewhat when a new station is opened, but I do not think the change is such that it should cause any concern to local residents or to the citizens at large. 19

To illustrate his point, the four service stations at the intersection of 97th Street and 118th Avenue were cited. During the six-month period between December 1, 1955 and June 1, 1956, there were twelve accidents recorded at the intersection. Seven of these occurred in January and were directly attributable to weather conditions.

One of the public criticisms of the City's approval of excessive service stations came from G.E. Currie, the Secretary-Manager of the Automotive Retailers Association.²⁰ He denounced the planning authority in disclaiming any responsibility for controlling service station construction which if continued would lead to the ruin of hundreds of operators. In retrospect, he may have been right. Many small operators have been forced to abandon their businesses because there were too many stations in their vicinity. A survey carried out by the Planning Department

¹⁹ Special Report Re. Accidents at Service Stations, F.E. Sloane to W.R. Brown, July 3, 1956.

²⁰ The Edmonton Journal, April 17, 1959.

in May 1968 revealed that about 7 per cent of Edmonton's service stations had been abandoned since 1963 as a result of "economics probably stemming from poor accessibility to the travelling public and an over-supply of service stations in the area".²¹ Six out of seven of Gulf Oil's stations that were closed in 1967 were built in the 1950s, and at the time of closure had many competitive stations within a one-mile distance (as shown in Figure 6).²²

Derelict service stations are not only a loss to the investors but also detract from the image of the city. As the Journal headlined in July 1968, "Abandoned Service Stations...Pose Problems".²³ All this, no doubt, is a legacy of poor past planning. However, how much of this is the responsibility of the planning authority of which the Technical Planning Board formed an integral part? It must be remembered that the 1950s were a bad time to test planning policies. In fact there was hardly time to experiment. The quick increase in automobiles after the Second World War raised the demand for service stations.²⁴ The increasing number of registered vehicles in Edmonton from

²¹ City of Edmonton, Utilization of Derelict Service Station Sites, Planning Department, May 1968.

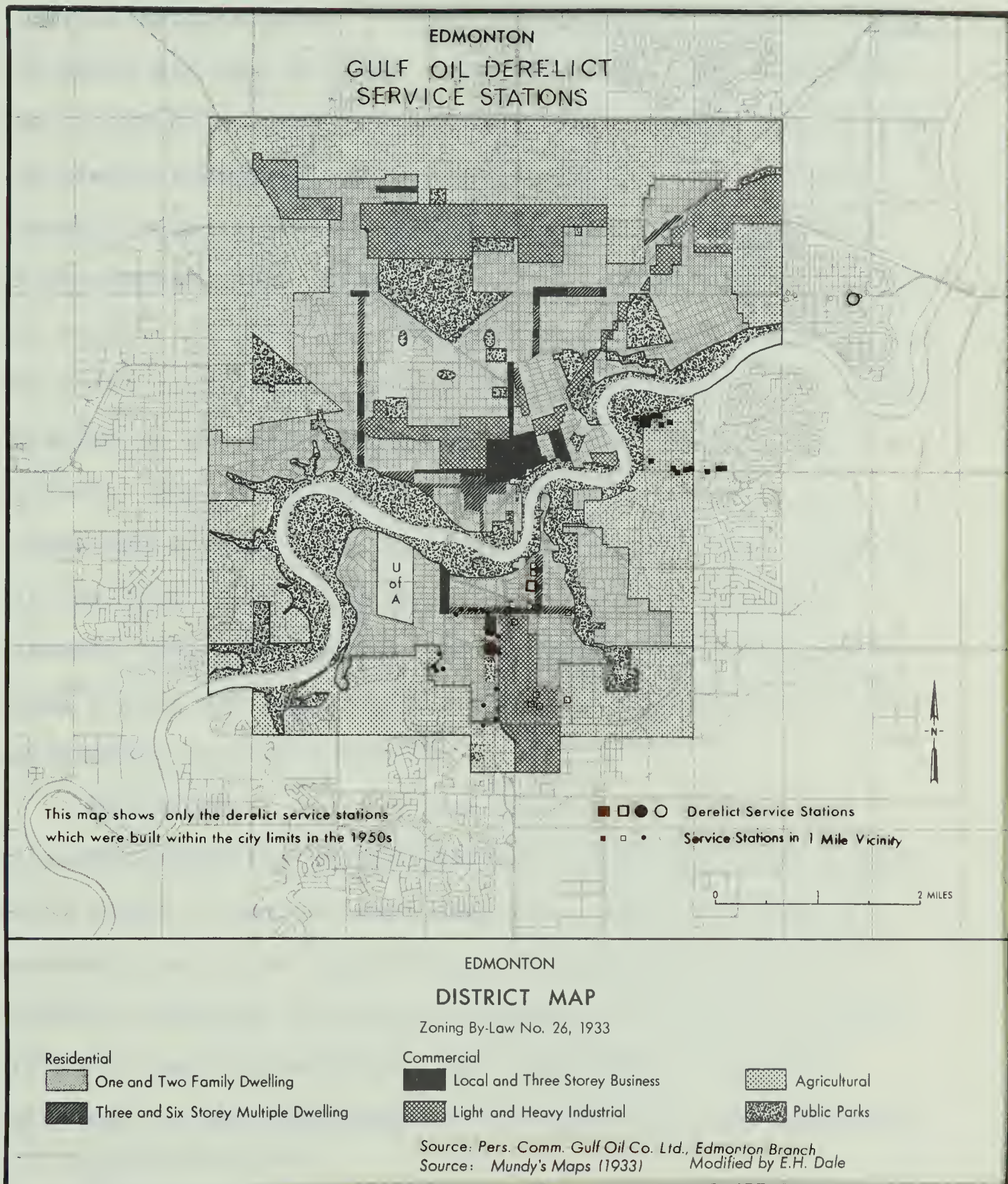
²² Pers. comm., Gulf Oil Canada Ltd., January 24, 1969.

²³ The Edmonton Journal, July 20, 1968.

²⁴ Registered motor vehicles in Edmonton increased from 36,780 in 1950 to 79,254 in 1959.

Vehicle Register, City of Edmonton, Engineers Department, Traffic Branch.

Figure 6



Source: Pers. Comm. Gulf Oil Co. Ltd., Edmonton Branch

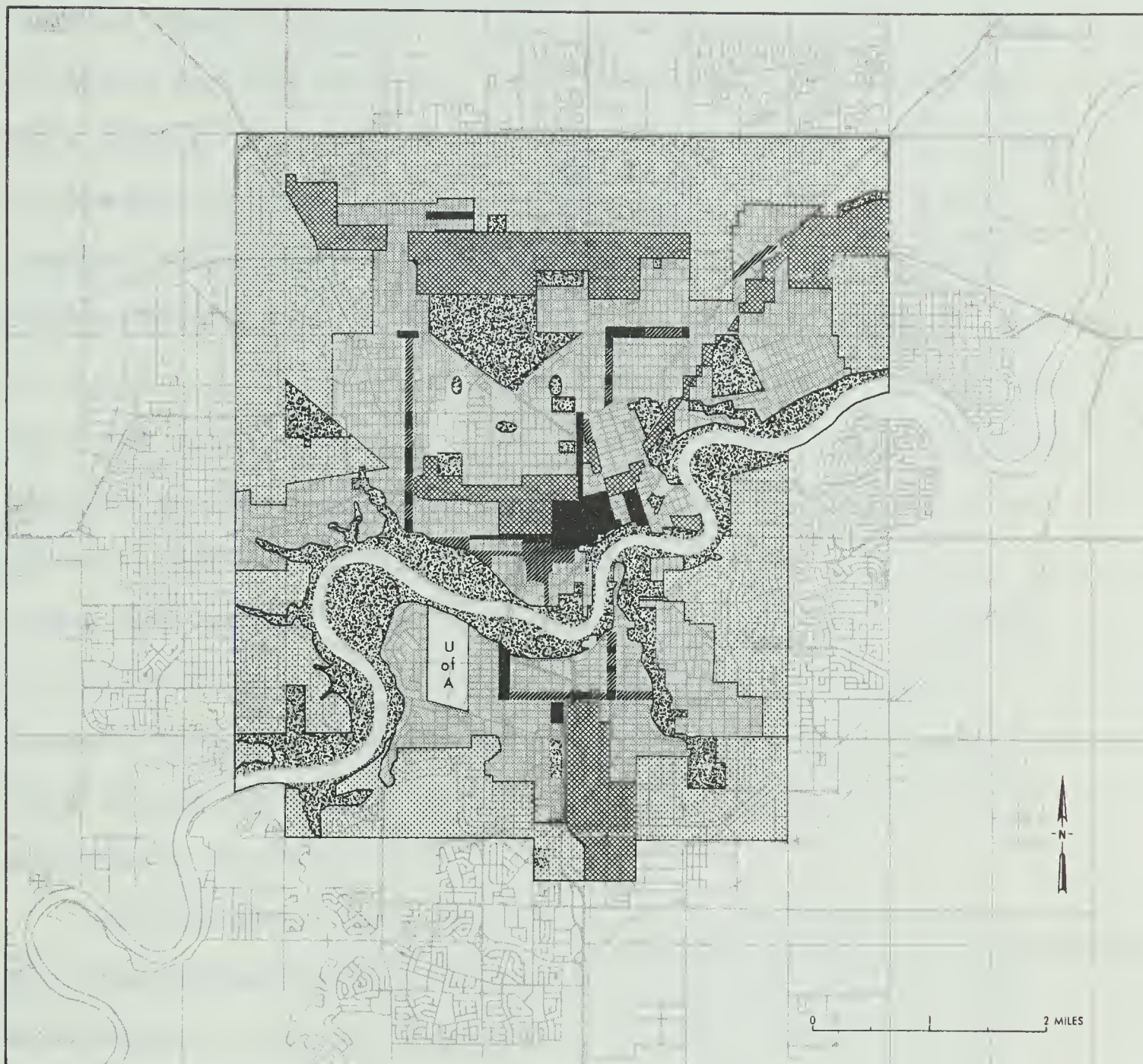
This map shows only the derelict service stations which were built within the city limits in the 1920s

Derelict Service Stations
Service Stations in 1 Mile Vicinity



EDMONTON GULF OIL DERELICT SERVICE STATIONS

Figure 6





EDMONTON



DISTRICT MAP

Zoning By-Law No. 26, 1933

Residential

-  One and Two Family Dwelling
-  Three and Six Storey Multiple Dwelling

Commercial

-  Local and Three Storey Business
-  Light and Heavy Industrial

-  Agricultural
-  Public Parks

Source: Mundy's Maps (1933)

Modified by E.H. Dale

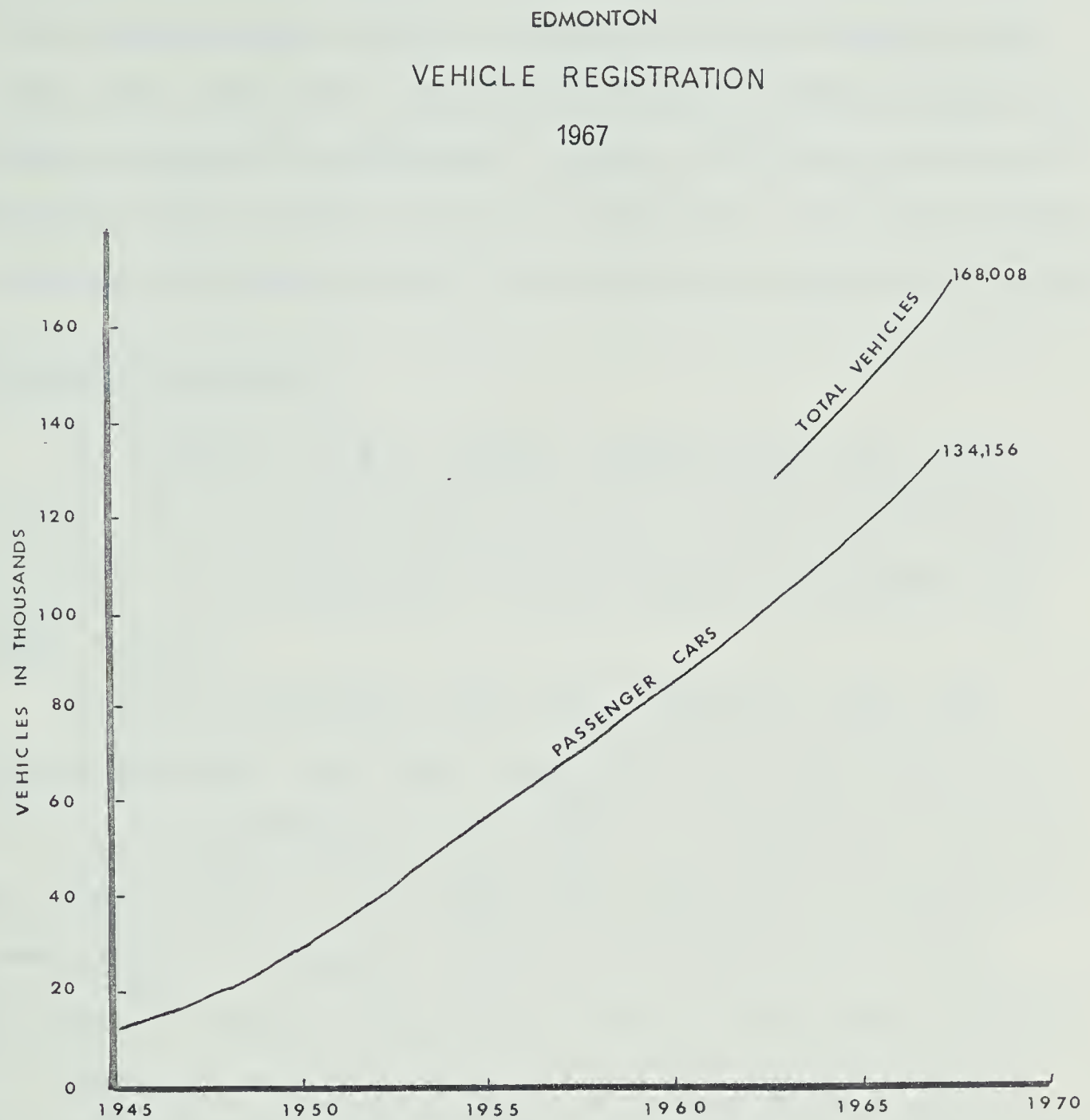
1945 to 1967 is shown in Figure 7. As the Journal remarked, much of Council's time was spent in considering service station applications.²⁵ There was pressure from all sides - to build and not to build. And in making quick decisions in a critical situation, the planning authority had no hope to please everyone. It is interesting to note that even amongst ratepayers in a particular area, there was often disagreement about whether or not a service station should be built. In 1953 for example, there was a petition signed by fifty ratepayers opposing the establishment of a service station on the north side of 82nd Avenue, west of 75th Street. One of the reasons for opposing this was that there was already a station just two blocks east. However, at the same time, there was another request signed by seventy ratepayers that a service station be permitted at 83rd Street and 82nd Avenue, just four blocks west of the previously mentioned site.²⁶

Furthermore, there is the question of whether the planning authority should have been responsible for things with which it was not very familiar. With no really dependable basis for calculating the saturation point for service stations, it does not appear to be totally unjustifiable that the authority left the number of service stations to the discretion of the individual oil companies.

²⁵ The Edmonton Journal, August 25, 1955.

²⁶ Commissioners' Report No. 12 (1), City of Edmonton, May 8, 1953.

Figure 7



N.B. TOTAL VEHICLES INCLUDE BUSES, U-DRIVES, LIVERIES, MOTOR-
CYCLES AND PASSENGER
CARS

Source: Engineering Department, City of Edmonton

Oil companies, too, realize that though the closure of some stations was a direct result of poor municipal planning, they also bear responsibility for overestimating the number required for Edmonton. This, it has been said, was brought about by the lack of a scientific and sophisticated planning philosophy within the companies' marketing branches.²⁷

Drive-in Businesses

As outlined by W.R. Brown, another major item dealt with by the Technical Planning Board was the consideration of drive-in businesses and the drafting of the bylaw for their control.

Drive-in businesses came into operation after the Second World War and their popularity was beginning to be felt by the beginning of the 1950s. In Edmonton, drive-ins had their start in July 1952 when Tastee Freez applied for permission to construct a motor-car drive-in ice cream parlour.²⁸ As this type of land use had not been provided for under the existing bylaws, the Town Planner referred the matter to the Board for its consideration. Discussions between the Technical Planning Board and the applicant resulted in a temporary permit being granted. Before any permanent step was taken on the part of the Board, this novel type of business was put on trial, in particular to

²⁷ Pers. comm., Gulf Oil Canada Ltd., January 24, 1969.

²⁸ Technical Planning Board, Minutes, July 17, 1952.

see how it would affect traffic.

Another application of a similar nature came in 1953 and was likewise dealt with by the Board. By the beginning of 1954, constant applications warranted a review of the whole matter of drive-in establishments. The Board agreed that it was not their function to consider specific applications but rather to recommend satisfactory regulations to control this type of business.

As very few complaints were received regarding the original two ice cream parlours, the Board agreed "in principle to the establishment of such businesses subject to regulations by a satisfactory bylaw" - not only to cover ice cream drive-ins but other businesses using similar methods for the service of automobile drive-in customers.²⁹

The bylaw, drafted by Mr. Dant and Mr. Garside, the then City Solicitor, was eventually passed by Council on May 10, 1954 and became known as Bylaw 1622.³⁰ The Interim Development Officer or the Town Planner was designated to be the administrator of this Bylaw and he was given wide powers over the proper locations of drive-in establishments. Section 4(1)(a) of the Bylaw permitted drive-in businesses to be located in a "G" three storey business district zoned under the 1933 District Map. Apart from

²⁹ Technical Planning Board, Minutes, February 24, 1954.

³⁰ Bylaw 1622. A Bylaw to regulate businesses known as "Drive-in Ice Cream Bars" and any other type of business using similar methods for the service of automobile drive-in customers, City of Edmonton, May 10, 1954.

the above, Section 4(2)(1) of the Bylaw stipulated that "a drive-in business may be developed in other districts of the City provided that the Interim Development Officer is satisfied" that the business will be in conformance with the Evolving General Plan.³¹

The technicalities regarding drive-ins were spelled out. Like the Service Station Bylaw, minimum site requirements, location of curb-cuttings, driveway and parking spaces, were laid down. However, as an improvement over the previous bylaw, the aesthetic qualities of the establishment, as well as public safety and health measures were also considered. For instance, it was required under Section 7(2) of the bylaw that building structures must be approved by the Architectural Panel established under the provisions of Bylaw 1339. The Panel had also to rule upon signs, billboards, and other advertising devices.

Furthermore, to enhance the aesthetic quality, drive-ins must, under Section 8(d),

provide and maintain a fence or hedge around the boundaries of a site satisfactory to the City Commissioners and landscape and keep landscaped the site in accordance with regulations prescribed from time to time by the Parks Superintendent of the City. 32

It is evident from the bylaw that there was allowance for a certain amount of flexibility. To cite an illustration, Section 8(b) stated that the number and size of

³¹ Ibid., Section 4(2)(1).

³² Ibid., Section 8(d).

garbage receptacles would be determined at the discretion of the City Engineer; or standards of building structures were left to the Architectural Panel, and those respecting landscaping were to be determined by the Park Superintendent.³³

To ensure the least amount of traffic hazards involved with drive-ins, clause 4(b) of the Bylaw made it mandatory that they should be located at corner sites.³⁴

Despite provisions set out in the bylaw for the control of noise and other nuisances, many drive-in operators did not abide by these regulations. Complaints against drive-in establishments were frequent. In 1957 for instance, the City Engineer remarked as follows:

...we wish to raise an objection to all drive-in businesses. Most of the present sites are in a filthy condition and are not fenced or paved. ³⁵

Again, as admitted by the Town Planner in 1959:

the drive-in ice cream or hamburger stands... do give rise to complaints from neighbouring residential properties since they are usually open late at night and unless operated on the "Bell-hop" system, cause a considerable amount of objectionable litter. ³⁶

From the above acknowledged complaints, it is apparent that there did exist certain drawbacks pertaining to drive-

³³ Ibid., Sections 7(3), 8(b), 8(d).

³⁴ Ibid., Section 4(b).

³⁵ Commissioners' Report 17(b), August 26, 1957, City of Edmonton.

³⁶ Letter from W.R. Brown to F.A. Amy, March 25, 1959.

in businesses. In analysing the problem further, the complaints did not seem to have been generated from any particular flaw in the Bylaw. Provisions for the control of nuisances and regulations respecting the terms of enforcement as spelled out under Section 9 of Bylaw 1339 and which had been incorporated into the Drive-in Bylaw, were clearly stipulated under Bylaw 1622. It would appear that perhaps the problems associated with drive-in establishments occurred because of the lack of sufficient and efficient means of inspection. This type of business is particularly difficult to control. It then becomes evident that noise and other nuisances that were associated with drive-in establishments were, in actual fact, beyond the control and responsibility of the Technical Planning Board.

At the end of 1963, there were fifty-eight drive-in establishments distributed throughout the City (as shown in Figure 8). The majority of them were aligned to the major traffic arteries such as 82nd and Jasper Avenues, and 104th and 97th Streets. Not many of the drive-ins were located in the business districts of the 1933 District Map. This, in a way, reflects the greater importance given to the evolving general plan rather than to the static old zoning map. In other words, this also implies the obsolescence of the latter.

To sum up briefly, it was the Technical Planning Board that first allowed drive-in businesses to be developed in Edmonton and it was the same Board that drafted the Bylaw

Figure 8

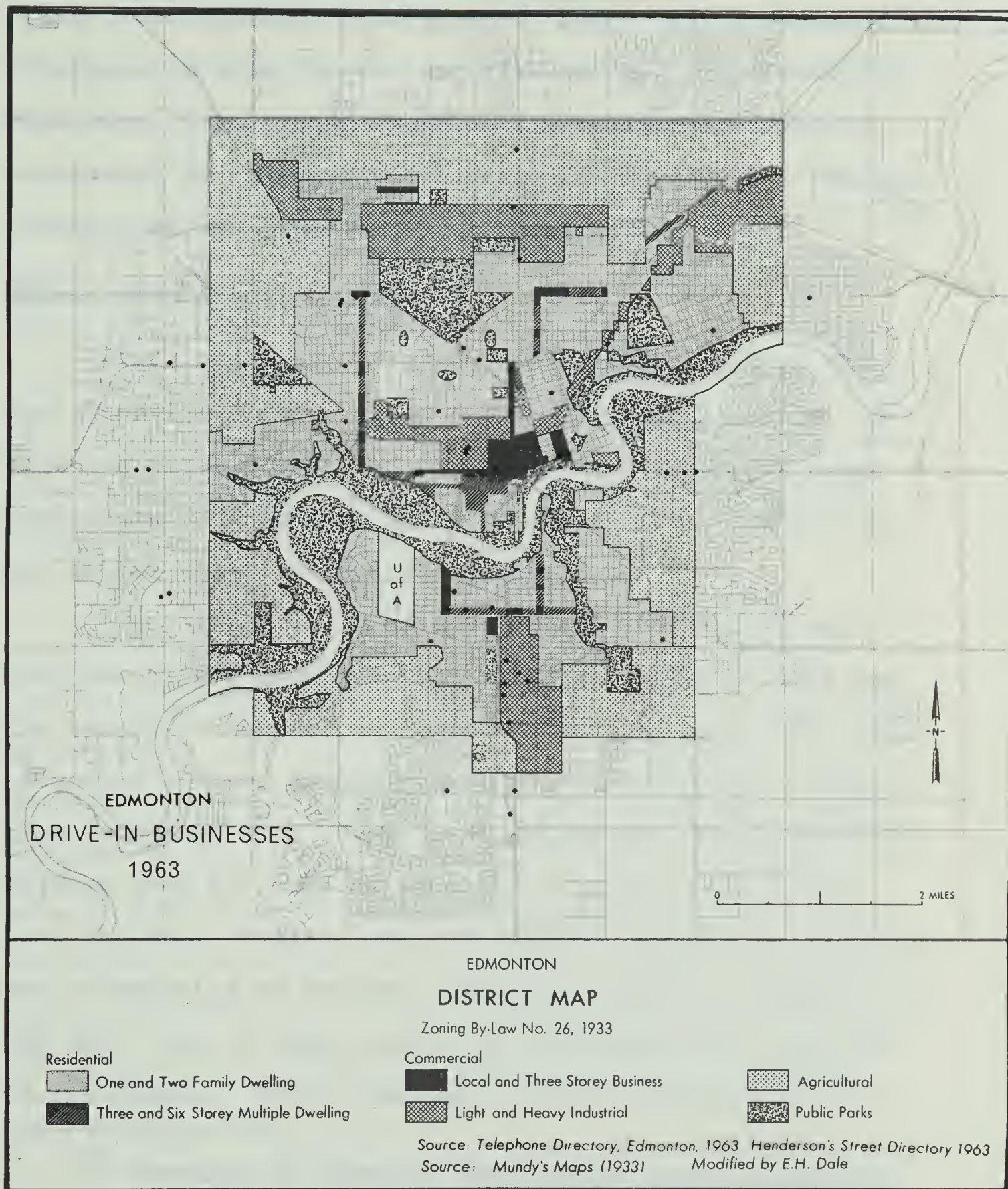
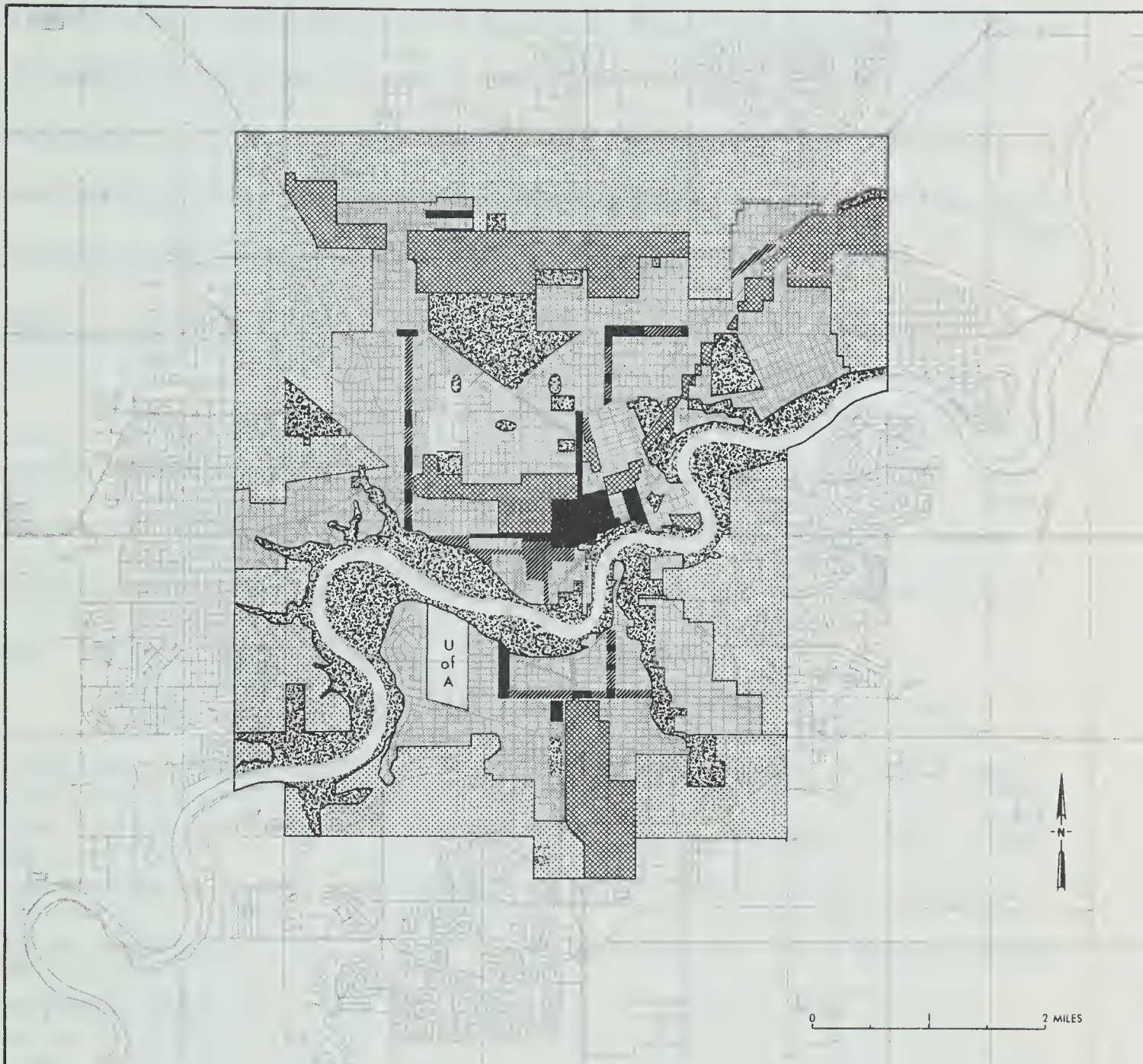


Figure 8

EDMONTON
DRIVE-IN BUSINESSES
1963

Source: Telephone Directory, Edmonton, 1963. Henderson's Street Directory 1963





EDMONTON



DISTRICT MAP


Zoning By-Law No. 26, 1933


Residential

-  One and Two Family Dwelling
-  Three and Six Storey Multiple Dwelling

Commercial

-  Local and Three Storey Business
-  Light and Heavy Industrial

 Agricultural

 Public Parks

Source: Mundy's Maps (1933)

Modified by E.H. Dale

to regulate such establishments. Although Bylaw 1622 was rescinded on November 28, 1961, at the passage of Zoning Bylaw 2135, the main provisions of Bylaw 1622 have been incorporated into the latter Bylaw and are still valid to this day. The present distribution pattern of drive-in businesses in Edmonton was largely developed under the supervision of the Technical Planning Board.

Motels and Trailer Courts

Motels and trailer courts were amongst some of the early considerations of the Technical Planning Board. Before the establishment of the Planning Department, these businesses were controlled by the Minister of Industries and Labour under provincial regulations.³⁷

It was after the Second World War that motels and trailers gained popularity in Edmonton. Much of this was the result of the discovery of oil near Leduc in 1947 which attracted a flood of immigrants into the Capital. Population increased over 50 per cent during the five year period between 1946 and 1951 as compared to a less than 10 per cent increase between 1941 and 1946.³⁸ Population increase was accompanied by housing shortages, and this combined with the fact that a large sector of the population consisted of transients - mainly employees in the construction and

³⁷ Province of Alberta, Ministerial Order Re Tourist Camps, 1947, Edmonton. Trailer courts were controlled by the Provincial Board of Health Regulations Governing the Sanitary Control of Auto Trailer Houses, O.C. No. 796-37.

³⁸ Refer to Figure 2 on Population Growth, p. 7.

oil trades - made motels and trailers particularly attractive modes of accommodation.

In response to this "pressure for emergency accommodation",³⁹ Professor Burgess, Chairman of the Town Planning Commission proposed in 1948 to regulate the construction of motels.⁴⁰ According to him, specific areas should be designated for their development; also, standards regarding their lay out, higher than those provided under the provincial regulations, should be adopted.⁴¹ Consequently, a whole set of revised regulations regarding motels and trailer courts was drafted. However, the Commission was dissolved shortly after and the proposed regulations never came into effect.

The need for transient accommodation continued. The number of motels kept increasing and the town planner, like Professor Burgess, recognized the necessity for more stringent control. If the site was poorly laid out, it would not only result in site problems, but also would generate other problems in the vicinity, such as traffic hazards.

No doubt, traffic generated by such establishments could be better controlled if their locations were regulated. Schedule A of Interim Development Bylaw 1339 permitted motels in business, industrial and agricultural

³⁹ Letter from Professor Burgess to N. Dant, May 4, 1948.

⁴⁰ Loc. cit.

⁴¹ City of Edmonton, Town Planning Commission, Minutes, May 4, 1948.

districts.⁴² The town planner recognized the fact that if motels were to be allowed to develop according to this Schedule, traffic problems would be increased, particularly in the downtown area because of ribbon zoning on arterials. Consequently, early in 1950, before the establishment of the Technical Planning Board, two specific motel zones were considered: one situated north of Kingsway, between 106th and 109th Streets, and the other located just south of the Calgary Trail between 51st and 55th Avenues.⁴³ Both these sites seem to be good for motel development: the former is in the vicinity of the Industrial Airport and the latter is just at the entrance to the City.⁴⁴ Both sites have the advantage of attracting travellers, and, with the consent of Council, were designated for motel development.

Apparently, no particular sites were allocated for trailer courts under Schedule A, Interim Development Bylaw 1339. This may possibly be due to the lack of demand at the time of the passage of the Bylaw. However, even when trailers had become popular, no specific locations were zoned for them. Rather, applications for trailer court development were judged on individual merits. Factors such as the following were considered:

⁴² Schedule A, Interim Development Bylaw, 1339.

⁴³ Letter from the Edmonton Assistant Town Planner to the Calgary Planning Department, May 8, 1950.

Letter from N. Dant to C.J. Anderson, October 27, 1952.

⁴⁴ This is the present Industrial Airport, but was the all-purpose airport then.

1. suitable topography and soil
2. safety of road access
3. availability of utilities
4. conformance with existing provincial and municipal standards.⁴⁵

Having developed some control over the locations of motels and trailer courts, Mr. Dant discussed with the Minister of Industry and Labour the possibility of the City's passing a higher standard bylaw regarding the operation, construction and maintenance of these establishments. At the latter's consent, he drew up a set of regulations and discussed it at the Technical Planning Board meetings. The draft was then circulated amongst the various related departments for comments. After an agreement was reached by all concerned, the proposed bylaw was passed by Council on January 11, 1954 as Bylaw 1555.⁴⁶

This Bylaw was divided neatly into three parts. Section 1 dealt with motels, section 2 with trailer courts, and section 3 with general business. Incorporated into it were other regulations such as the Provincial Health Regulations, Provincial Orders regarding Tourist Camps and Trailers and Edmonton's City Building Code.

A comparison of Bylaw 1555 and the Provincial Regulations points out the higher standards required by the former.

⁴⁵ Letter from W.R. Brown to A Simmie, July 3, 1958.
Letter from W.G. Hardcastle to J.A. Cole, October 9, 1962.

⁴⁶ Bylaw No. 1555, A Bylaw Regulating "Auto Tourist Courts, Motels and Trailer Camps". City of Edmonton, January 11, 1954.

For example, a minimum number of rental units and minimum site requirements were specified by Bylaw 1555, but not by the provincial regulations. Also it was stipulated by the Bylaw that a minimum space of 2000 square feet per trailer was essential whereas only 1500 square feet was sufficient under provincial regulations.

Both the city and provincial regulations laid a heavy emphasis on health requirements. Phrases such as "clean, orderly and sanitary conditions" are repeated over and over again in one form or another. In the case of Bylaw 1555, a license for the operation of either motel or a trailer court would not be issued until the site had been approved by the Medical Officer of Health. Health precautions are particularly essential in a fast growing city.

Like the service station and drive-in business bylaws, Bylaw 1555 prescribed technical, health, and aesthetic standards in considerable detail. Also, care was taken to ensure that some attempt was made to control traffic hazards that could well result from poorly laid out motels. When queried as to why Section 1(a) of the bylaw required a minimum of eight rentable units in a motel site, the town planner, on behalf of the Technical Planning Board explained that "to have courts with less than 8 rentable units could result in a whole series of entrances and exits onto highways."⁴⁷

Moreover, taking into full consideration the economic

⁴⁷ Letter from N. Dant to the City Solicitor, October 30, 1953.

well-being of the operators, it was felt that less than eight units was a doubtful economic investment and that the chance of failure of the motel might then lead to further ills: either to a rundown appearance of the motel or to the use of it for some other purpose, neither of which could enhance the image of the city.⁴⁸

No provision, however, was made regarding motels that existed prior to the passing of Bylaw 1555. In retrospect, this was a mistake and had important repercussions as pointed out by the then Town Planner, Mr. Brown, in 1956:

It is my opinion that in the event of your Town adopting a similar bylaw you should insert a clause making it compulsory for any existing motels and trailer camps to conform to the new bylaw within a specified period, otherwise you will experience the same difficulty as we do in Edmonton where the older motels have been able to overdevelop their properties to the detriment of the newer ones which are controlled by Bylaw 1555. ⁴⁹

Another drawback of the Bylaw is the failure to distinguish between the permanent and transient types of trailer camp. It is important that the two types are recognized and provided for separately. The criteria for location, site facilities and layout are substantially different for each type. By 1956, the need for permanent trailer parks was apparent. In his advice to Mr. Remillard on trailer parks, the Town Planner pointed out thus:

⁴⁸ Loc. cit.

⁴⁹ Letter from W.R. Brown to P. Remillard, Town Clerk, Ville de Sept Iles, September 17, 1956.

You might find it advisable to distinguish between 'permanent' and 'transient' trailer camps as there is frequently a need for the latter, particularly in the tourist season. 50

By 1958, as a result of the "urgent problem arising from the trend towards mobile home living within the metropolitan area", Alderman Harris asked for a report on trailer courts.⁵¹ A joint study was then carried out by the City Planning Department and the Edmonton District Planning Commission. Their survey revealed that permanent mobile home living was certainly increasing and that there was a growing demand for attractive trailer courts. Indeed, as remarked by F.W. Blake, Secretary-Manager of the Alberta Motor Association: "we have no place for the person visiting Edmonton and coming by trailer to stay as a tourist".⁵² The report also recognized that the trailer dwellers would require more or less the same public facilities as those living in conventional homes. Thus "accessibility to schools, churches, shopping facilities and public transport is essential".⁵³ The report indicated that the best location for trailer courts would be on the fringe of a residential neighbourhood. But, considering the exorbitant price of land too, the more suitable and practical location would seem to be on the outskirts of the city, adjoining a

⁵⁰ Loc. cit.

⁵¹ City of Edmonton, Planning Department, Report on Requirements of Land to be Used as Trailer Courts, April 1958.

⁵² Letter from F.W. Blake to W.R. Brown, April 7, 1958.

⁵³ Trailer Court Report, op. cit.

residential neighbourhood and preferably with good access to a main highway.

Five of the seven trailer courts in Edmonton were constructed after this report was completed. They are all located at the city periphery. However, despite the recognition that trailer dwellers should have access to similar public facilities as ordinary residents, no attempt was made to amend Bylaw 1555 which in the light of the above-mentioned survey would be obsolete in many respects. To begin with, Bylaw 1555 was passed on the assumption that permanent trailer dwellers would form only a small, if not negligible minority of the residents. Consequently, no provision was made for their convenience at all. For example, there was no provision in the bylaw for storage space.

Secondly, Bylaw 1555, passed in 1954, has only been once amended - not on the technicalities but just on the amount of the annual license fee.⁵⁴ In other words, from the day it was enacted there have been no alterations to update the standards which it sets. Minimum standards for trailer stall spaces, for instance, have remained unchanged despite the fact that the average size of trailers has much increased.⁵⁵ Indeed, much of the atrocious

⁵⁴ Bylaw 1555 was amended by Bylaw 1886 on Dec. 9, 1957.

⁵⁵ "After the war, mobile homes were relatively small with the maximum average size of about 8' x 40'. However in the mid 50's the 10' wide trailer was introduced. In the early 60's the 12' wide unit was introduced." Mobile Home in the Urban Environment, Edmonton Research Report No. 7, City Planning Department, August 1968, p. 5.

crowding and appalling state existing in the present day trailer courts is a direct result of obsolete legislation. One of the concluding remarks of a recent research report on mobile home living in Edmonton runs:

It is unfortunate that existing legislation has not kept pace with the rapid developments of the mobile home. In Alberta, particularly, the legislation appears to be based on outmoded mobile home sizes and in neither provincial nor local regulations are there adequate guidelines as to the planning and design of mobile home parks. 56

As mentioned previously, the town planner and the Technical Planning Board were responsible for enacting Bylaw 1555. It would follow, therefore, that it should have been their duty to update and amend it from time to time. Their failure to do so has had important repercussions on the urban scene.

As yet, there does not seem to be any intention on the part of the Planning Department to amend Bylaw 1555. In fact, there is no mention of this bylaw at all in the recent research report. The view of Mr. H.F. Wilson, the City's Assistant Solicitor, must have been upheld, that due to faulty procedures at the time of the passing of this bylaw, it "may be regarded as a nullity and ignored".⁵⁷ The research report contains recommendations as to new standards of court design and locations. These have been

⁵⁶ Ibid., p. iv.

⁵⁷ Letter from H.F. Wilson to S.C. Rodgers, October 15, 1968.

forwarded to other departments for review and comments. Hopefully, in the near future, an up to date bylaw can lead to better mobile home parks in the urban environment. With the passing of the pending bylaw, Bylaw 1555 may be legally rescinded as suggested by Mr Wilson: "...it would be advisable to have Council formally repeal this bylaw 1555 by another bylaw".⁵⁸

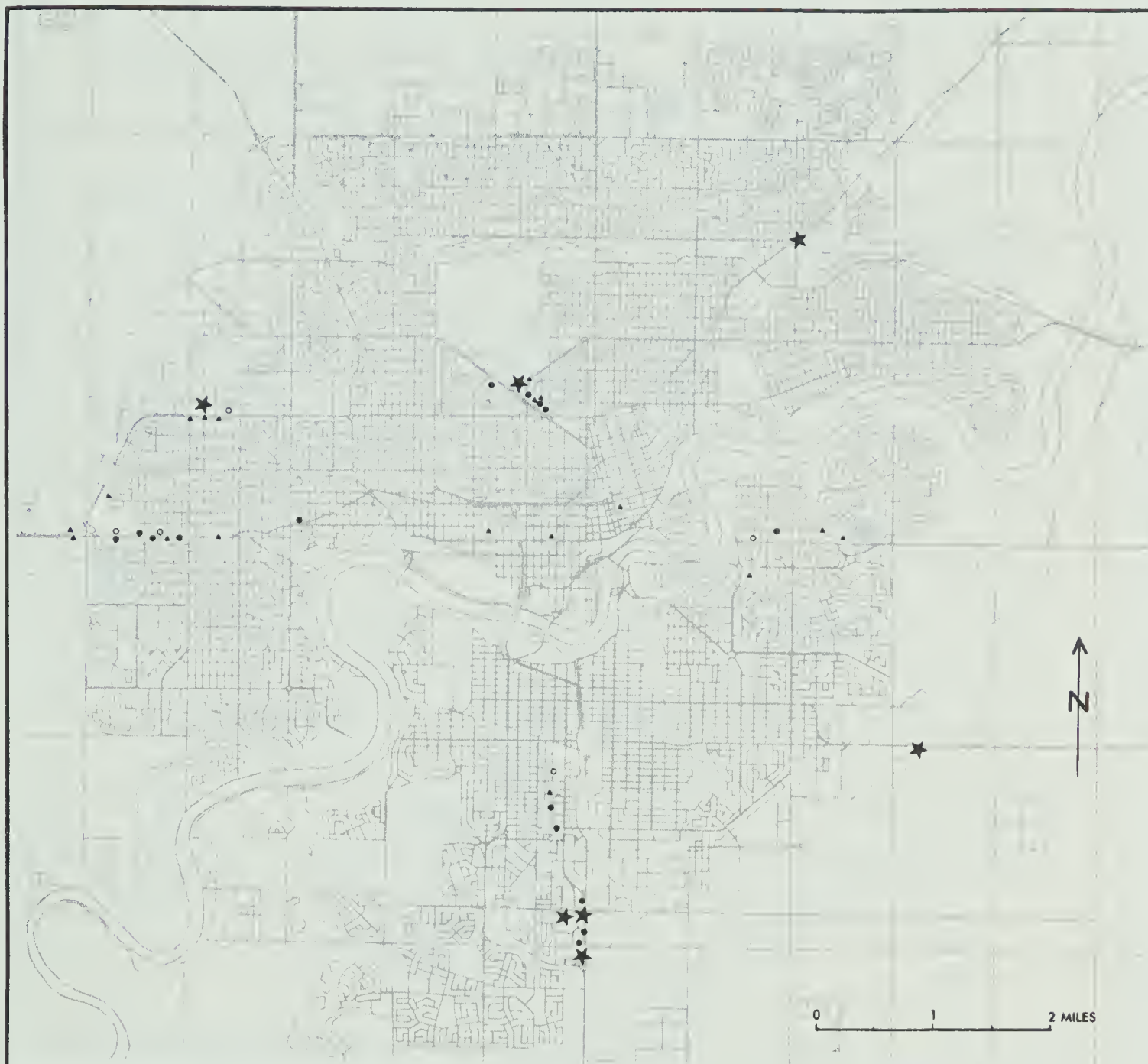
The research report on mobile homes further reveals the fact that even where outmoded standards were applied, there was little enforcement to see that they were being kept. For example, Clause 7(5) of Bylaw 1555 requires the trailer court to be "landscaped in accordance with the regulations prescribed by the Parks Superintendent" but as revealed by the report, "there is little positive effort at landscaping".⁵⁹

Not only was the Technical Planning Board delinquent in adopting progressive standards for trailer courts, but its location policies with respect to trailer courts were far from ideal either. Again, as remarked in the 1968 report, many of the problems associated with the trailer courts have stemmed from poor locations. Two of the major existing problems are found to be directly related to the distance from community facilities and the poor external environment. As Figure 10 shows, all the trailer courts

⁵⁸ Ibid., p. 3.

⁵⁹ Mobile Home Parks Research Report. op.cit. p. 32.

FIGURE 9



EDMONTON
TRAILER COURTS AND MOTELS
1963

○ Motels in Operation 1953

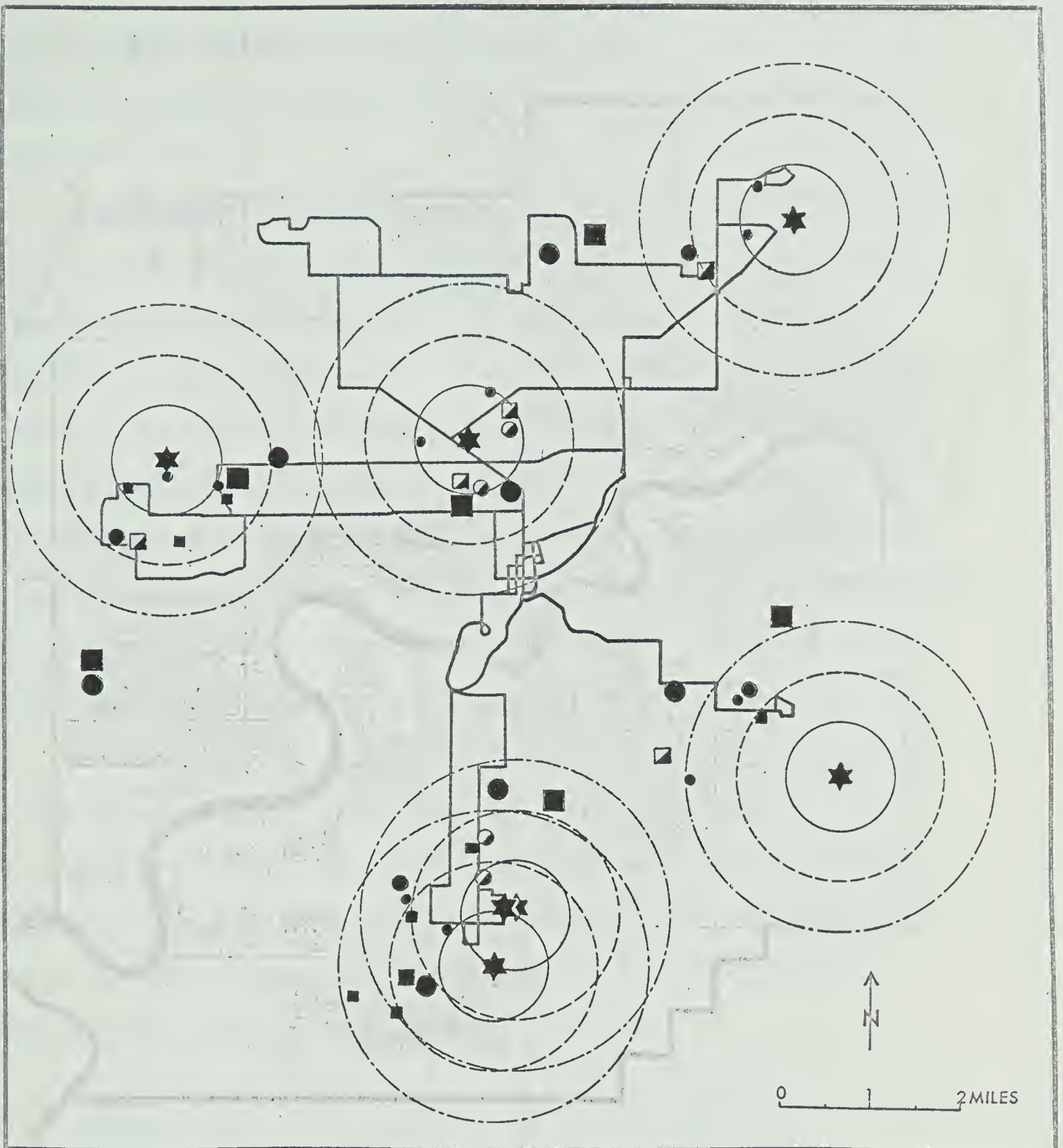
● Motels in Operation 1963

★ Trailer Courts

• Motels in Operation in both 1953 and 1963

Sources: Telephone Directory, Edmonton, 1953, 1963
 Henderson's Street Directory, Edmonton, 1953, 1963

Figure 10
EDMONTON



TRAILER COURTS AND SELECTED SERVICES

1968

Separate
Schools



Public
Schools



Elementary
Elementary and Junior High
Junior High
High

0.5 Mls. } Maximum Recommended School
1.0 Mls. } Walking Distance of Proposed
1.5 Mls. } General Plan

Nearest Bus Routes



Trailer Courts

Source: Planning Department, City of Edmonton

are either within or beyond maximum walking distances to schools. Also, shopping facilities are inconveniently located.

Furthermore, trailer courts are found chiefly located in the present day commercial and industrial zones which are far from satisfactory. The environments of all the trailer courts in Edmonton "are poor and do not have the amenity associated with residential areas".⁶⁰ Although it may be argued that present zoning came into effect after the trailer courts were built, it must also be remembered that present zoning in fact has not deviated much from that as outlined in the evolving general plan. In other words, the Technical Planning Board was aware of the present zoning pattern even at the time when the locations of trailer courts were considered. Five of the seven trailer courts are located in the industrial zone of the evolving general plan despite the fact that this was probably contrary to the district commission's regulations as stated by Mr. Hardcastle, the chief planner in 1962:

Under the provisions of the district plan... permits may be issued for trailer courts in General Urban, Small Holding and Low Density Agricultural Zones, by omission, therefore, trailer courts are presumably not permitted within industrial zones. ⁶¹

Despite the Technical Planning Board's inefficiency

⁶⁰ Ibid., p. 29.

⁶¹ Letter from W.G. Hardcastle to J.A. Cole, October 9, 1962.

and perhaps shortsightedness in the handling of trailer courts, one must not condemn it too readily. It must be remembered that there were difficulties encountered by the Board when it considered trailer park locations. First of all, trailer court development was quite a new concept then. Secondly, the trailer industry has grown very quickly in the short span of time. The constant improvement in trailer models and designs would tend to tax the knowledge of any inexperienced planning authority in trying to keep up with them. Furthermore, at that time much of the city was unserved with utilities, rendering trailer court establishments in those areas impossible. As Mr. Brown explained in 1958:

sites which appear good trailer park sites for future use have not been proceeded with because they cannot be developed at this time. 62

Moreover, the economic feasibility of the development of the trailer court has to be considered. In 1958, after research on trailer courts, it was realized that they would be best located in residential districts but land costs here would be exorbitant considering the fact that a large tract of land would have to be assembled.

Motel establishments have not presented so much of a problem to the City in general. The Board's policies as to their standards and locations have been discussed. Upon examining the location of motels in the city, the Board seems to have adhered well to its policies. Quite often

⁶² Letter from W.R. Brown to A. Simmie, July 3, 1958.

applications for motels were rejected despite the need for their construction because these requests were at variance with City policies. Thus rejected applicants were informed that "the Town Planner is not sympathetic to any further zoning for the purpose of motels within the city".⁶³ Again:

Mr. Dant informs me that the City has formulated a new policy that prohibits the development of any future motels within the boundaries of the city. ⁶⁴

It was felt that "motel areas should be at the approaches of the main Provincial highways as they enter the metropolitan area of Edmonton" and developers were advised to apply directly either to Beverly or Jasper Place.⁶⁵

It is evident from Figure 9 that motels are mainly located along Kingsway, the Calgary Trail and 104th Street (the two original motel zones), along 101st Avenue or Highway 16A, along Stony Plain Road and 111th Avenue, the two branches of Highway 16 (previously in Beverly and Jasper Place).

Summing up, in retrospect, the policies of the Technical Planning Board regarding the layout and location of motels and trailer courts, particularly the latter, have not been very beneficial to the city's planning. In fact in some cases they have caused planning problems. To

⁶³ Letter from E.E. Wilson to G.J. Krull, May 21, 1953.

⁶⁴ Letter from F.X. Frederickson to D. Cooper, February 18, 1955.

⁶⁵ Letter from N. Dant to G.J. Krull, May 27, 1953.

some extent the Board was responsible, as in its slow attitude in amending the bylaw when necessary. However, part of the explanation may be due to the Board's lack of experience in handling these planning measures. One other pertinent reason may be attributed to the lack of time of not only the Technical Planning Board but the Planning Department in general. The late 1950s was a static period in planning as far as Edmonton was concerned. Planning scandals resulting in the Porter investigation gave the Planning Department little time for daily work, let alone a general revision of policies.

Traffic Rotaries

Another of the Technical Planning Board's recommendations which created an impact on Edmonton's urban scene was traffic rotaries. In quick response to the Provincial Interim Development Order, Clause 7, which stipulated that the City of Edmonton should prepare and adopt a general plan without undue delay, the Town Planning Department began immediately on surveys and researches for this purpose. In the course of these surveys, the Town Planner proposed the introduction of traffic rotaries to help the relieve the anticipated traffic volume in the next ten years. Since such structures would be a major type of land development, he sought advice from the Technical Planning Board.

Traffic circles or rotaries had been very extensively

used in Great Britain. To a lesser extent they were in use in the United States and certain cities of Canada. These had proved to be successful when correctly located and adequately designed. Traffic circles have their advantages and limitations. Some of their advantages are:

- a) they give orderly and continuous flow of traffic with little delay from speed reduction and no delay from stopping;
- b) with all traffic lanes merging or leaving at shallow angles there is no direct conflict in direction of traffic movement, thus reducing the possibility of serious collision from cross currents of traffic streams;
- c) traffic rotaries can accommodate a high left turn capacity;
- d) they can readily be adapted to grade separation with over or under passes as traffic volume increases.

The disadvantages of traffic rotaries are:

- a) they do not allow for pedestrian crossings;
- b) they take up a large amount of land;
- c) they are not suitable to high speed roads but are best where the speed limit is 30 miles per hour;
- d) they are confusing to drivers unused to them;
- e) they produce high time delays during peak hours if the traffic volume exceeds the rotary's capacity - a rotary 200 feet in diameter will normally handle

up to 5,000 vehicles per hour.⁶⁶

A discussion of the pros and cons of rotaries was held at the Technical Planning Board meeting of March 1, 1951.⁶⁷ The greatest argument against the use of rotaries was that of poor pedestrian crossings but then it was resolved that since all traffic devices were primarily intended for motor traffic, the question of pedestrian convenience should be dropped. With regard to the large tracts of land needed for the construction of rotaries, this was not much of a problem in Edmonton since at most of the intersections where rotaries were to be installed, a major portion of the land was city-owned.

Traffic rotaries were viewed as interim structures even from the start.⁶⁸ As the volume of traffic surpassed the maximum load which these circles were intended to carry, they could be readily converted into grade separation structures which were anticipated to be the subsequent solution as the city grew. The latter would be more expensive to install. Even before the circles were built the Board had made allowance to accommodate future trends. Most of these circles had enough land set aside for the eventual grade separation when needed. This indicates the Board's awareness of and provision for

⁶⁶ See for example W.R. Brown, Rotary Intersections, Their Use and Usefulness, Planning Department, Edmonton, August 1954.

⁶⁷ Technical Planning Board, Minutes, March 1, 1951.

⁶⁸ Pers. comm., N. Dant, February 13, 1969.

long-term plans which is the key to successful planning.

Following the recommendations of the Technical Planning Board and the subsequent approval of Council, rotary construction commenced in 1952. By 1958, thirteen had been completed (see Figure 11).⁶⁹

Apparently, rotary construction and the usefulness of rotaries was a subject of debate both in Council and amongst the public. Traffic circles have been praised and condemned at various times and by different people. Among City officials comments range from Alderman Mrs. Douglas' rather emotional remark: "I think they are terrible!"⁷⁰ to a more scientifically based one from the City's Traffic Engineer, Mr. Huffman:

In the case of the 101st [Street at 118th Avenue] circle, this intersection was a mess before construction but since has improved.... We know the circle is handling the traffic very well, with little congestion. ⁷¹

He quoted accident records at this rotary too, which seem to substantiate his view. There were eight accidents in 1952, six in 1953 and four in 1954. Although the total numbers are insignificant, it does appear that the opening of the rotary in 1954 was accompanied by a decline in accidents, despite traffic increase.

The public reaction was just as varied. One person

⁶⁹ Traffic Branch, Engineer's Department, City of Edmonton.

⁷⁰ The Edmonton Journal, April 21, 1955.

⁷¹ Letter from B. Huffman to W.R. Brown, Dec. 20, 1954.

This map displays the locations of 15 nuclear test sites in the Los Angeles area, marked with stars and labeled with their respective years. The sites are distributed across the region, with a concentration in the central and northern parts. A north arrow is located in the upper right corner, and a scale bar at the bottom right indicates distances up to 2 miles.

Year	Number of Sites
1953	2
1954	5
1955	2
1956	1
1958	5

EDMONTON TRAFFIC ROTARIES

⊙ Rotaries in Operation 1963 ● Rotary out of Operation 1968

Source: Traffic Branch, Engineering Dept., City of Edmonton.

- Rotary out of Operation 1968

Source: Traffic Branch, Engineering Dept., City of Edmonton.

remarked that they were "a waste of taxpayers' money"⁷² while another took the trouble to write a letter to the Town Planner complimenting him on his "new islands which handle traffic very effectively and efficiently".⁷³ A random survey was carried out at the rotary at 101st Street and 118th Avenue by the Planning Department. Thirty-two persons were interviewed, of whom fourteen were local truck drivers, three were long-distance truck drivers, two were 'bus drivers, two were taxi drivers, two were travelling salesmen and nine were going to and from work. This spot check revealed that 96.6 per cent of the users favoured traffic roundabouts.⁷⁴

It would seem therefore that traffic rotaries in Edmonton did achieve their purpose in the 1950s despite some negative reaction from some people who never really stated why they were dissatisfied with these circle intersections. Traffic rotaries, as mentioned earlier, do have their limits, but in view of the financial situation of the City and the volume of traffic that existed at that time, traffic rotaries were practical structures to install. They were comparatively cheap and quick to build and did serve the immediate traffic load.

By the turn of the 1960s, the pronounced increase in

⁷² The Edmonton Journal, October 23, 1954.

⁷³ Letter from E. Biessel to N. Dant, November 14, 1954.

⁷⁴ Brown, Rotary Intersections, op. cit.

city traffic had begun to outmode the use of rotaries at intersections.⁷⁵ Their declining efficiency in handling the increasing traffic was beginning to be felt. Consequently, the City abandoned the idea of building any more. N. Dant in 1960, after five years absence, observed that: "some rotaries are handling more than their capacity of traffic and it may be time for the city to start thinking about building overpasses".⁷⁶

The most overtaxed traffic circle was located at the junction of Groat Road and 107th Avenue. At first, it was hoped that with the construction of the Jasper Freeway, some relief could be offered to this rotary so that it could be retained. However, with the announced delays in implementing this plan, it became imperative to introduce other traffic devices to alleviate the extra load. Obviously by 1966, the circle was far from efficient and effective in handling traffic. Delays up to three minutes had been observed. Furthermore, the largest number of intersection accidents, which had been mounting over the years, were accounted for at this circle.⁷⁷ At this intersection, there were 52 accidents in 1961; 61 in 1962; 83 in 1963; 94 in 1964; 82 in 1965; 117 in 1966; 53 in 1968. Figures are not presented for 1967 as this was the period of con-

⁷⁵ See Figure 7 on the Growth of Vehicles in Edmonton in Chapter II.

⁷⁶ The Edmonton Journal, February 2, 1960.

⁷⁷ Engineers Department, Traffic Branch, City of Edmonton.

struction. Consequently, on June 13, 1966, Council agreed to construct a grade separated interchange which eventually took six months to build at a total expense of \$2,156,106.43 and was completed in November, 1967.⁷⁸

To date, this has been the only rotary replaced by an interchange, though rising traffic volumes at other rotary intersections may cause them to be phased out of operation too. For example, the one at the north end of 105th Street Bridge will be replaced when the new bridge is constructed, possibly in the mid 1970s.⁷⁹ Gradually, the majority if not all of the traffic circles will be eliminated, for they are both ineffective and hazardous when they become overloaded.

To reiterate, the fact that rotaries are being eliminated does not necessarily imply a lack of foresight on the part of the Technical Planning Board which introduced them into Edmonton. At the time of construction, they were planned to accommodate future changes, which in itself, is indicative of long term planning. Consequently, credit should be given to the Technical Planning Board for planning traffic control.

Conclusion

Although the meetings of the Technical Planning Board

⁷⁸ Loc. cit.

⁷⁹ Pers. comm., B. David, Assistant Traffic Engineer, City of Edmonton.

during its first nine years in operation were relatively rare and the items dealt with by the Board were not many, they were nonetheless of some significance in affecting the morphology of the City. The 1950s was a decade in which the post-war industrial boom was giving the City its greatest growing pains. Economic growth and population increase, accentuated by improved technology, resulted in new types of land use such as drive-in establishments and motel developments. Guidance and advice were essential at this critical stage. It was the Technical Planning Board that provided such planning principles as were available to guide city growth. As has already been brought out in the discussion, some of these policies were good while others have had ill effects on the City. However, in general, considering that the Board was inexperienced, coupled with the rapid expansion of Edmonton, credit should be given to the Board. It should be pointed out too, that in laying down principles respecting service stations, drive-in businesses, motels and trailer courts, and traffic rotaries - all of which are directly related to the City's transportation network - the Board, during its first nine years, had contributed a significant share to the realization of the city's General Plan. As Chapin remarks:

The combination of the general land use plan and transportation plan... may be regarded as an intermediate step toward the comprehensive plan and... may be adopted as the first element of the comprehensive plan. 80

⁸⁰ F.S. Chapin, Jr., Urban Land Use Planning. University of Illinois Press, Urbana, 1965, p. 357.

CHAPTER IV

NEIGHBOURHOOD UNITS

One of the most significant changes in Edmonton's urban landscape has been the development of neighbourhood units. Edmonton is one of the few Canadian cities that has been developing systematically on a modern neighbourhood basis, and it was also the earliest, beginning in 1949. As neighbourhood development would involve major departures from Schedule A of Interim Development Bylaw 1339, it was essential that such schemes should be considered by the Technical Planning Board.

The neighbourhood unit, according to Mr. Dant, is the smallest natural basic residential living unit for planning operations. He defines it as an area within which the community:

is of sufficient size to be able to support its own local shopping centre, school, open space, playground, recreational and social clubs and such like activities. ¹

More discussion on neighbourhood designs will follow later. The neighbourhood should be enclosed by a distinct boundary, which can either be a physical barrier or an arterial road. Within this layout of the residential area the members of the community would be able to identify themselves as a social group sharing the amenities and

¹ N. Dant, The Need for Planning and the Work of the Planner. Mimeographed text of a talk delivered to the Chamber of Commerce, Edmonton, November 11, 1951.

life of the neighbourhood. It is this community feeling which the neighbourhood unit can generate that has led to considerable interest in the idea. The social need for planning on a neighbourhood scale is summed up by Dahir:

The absence of a sense of...community in modern life poses a serious problem for the preservation of our American democracy. Individuality and social responsibility have developed, historically, in the neighbourhoods where men lived and were best known. Modern life, based on an impersonal system of prices and mass production of goods, has created a way of life hostile to neighbourliness, and has largely succeeded in isolating individuals, subjecting them to mass stimuli tending to create mass men in a mass culture - the raw material for a totalitarian society. 2

Perry's Neighbourhood Concept

Some idea of neighbourhood planning had existed centuries ago, as in Dinocrates' plan for Alexandria in 332 B.C. However, the modern neighbourhood concept, described by Mr. Dant, was first developed by Clarence Perry in his work for the Regional Survey of New York and Its Environs, published in 1929. Perry later crystallized his theory in Housing for the Machine Age which appeared in 1939. Early in the 1920s, New York was beginning to experience functional obsolescence in many of its residential districts. Perry pointed out that the basic reason for this was the undifferentiated grid street

² J. Dahir, The Neighbourhood Unit Plan, Its Spread and Acceptance: A Selected Bibliography with Interpretive Comments. Russell Sage Foundation, New York, 1947, p. 7.

system which permitted automobile invasion into residential areas. Perry argued that to protect the amenities and values within residential districts, it was essential that they have their own requirements for layout - that the functions and physical designs of neighbourhoods should be exclusively inhabitant-oriented. Every consideration, therefore, should be given to the safety, convenience, stability and happiness of its residents.

With this in mind, Perry formulated six principles for neighbourhood design:

1. Size - A residential unit development should provide housing for that population for which an elementary school is ordinarily required, its actual area depending on its population density.
2. Boundaries - The unit should be bounded on all sides by arterial streets, sufficiently wide to facilitate its by-passing instead of penetration by through traffic.
3. Open Spaces - A system of small parks and recreation spaces, planned to meet the needs of the particular neighbourhood, should be provided.
4. Institution Sites - Sites for the school and other institutions having service spheres coinciding with the limits of the unit should be suitably grouped about a central point or common.
5. Local Shops - One or more shopping districts, adequate for the population to be served, should be laid out in the circumference of the unit, preferably at traffic junctions and adjacent to similar districts of adjoining neighbourhoods.
6. Internal Street System - The unit should be provided with a special street system, each highway being proportioned to its probable traffic load, and the street net as a whole being designed to facilitate circulation within the unit and to

discourage its use by through traffic. 3

Perry argued that a systematic organization of space would provide a better environment for family and community life. However he did not envisage his neighbourhoods to be totally separate entities. The neighbourhood unit was to be part of the urban mass, interdependent with the surrounding units and the internal urban core. It must be pointed out too that the six principles alone do not constitute a plan. For this reason, Perry did not set any rigid framework on the actual design of his neighbourhood. He realized that there could be no stereotyped neighbourhood pattern; each unit must be designed according to local circumstances such as the topography of the site and the needs of the people.

Perry's concept has been adopted by different cities including Edmonton. Until 1949, Edmonton had been developing on the traditional gridiron method of subdivision. According to W.R. Brown, there had existed thirty-three grid "neighbourhoods" prior to 1950.⁴ Post-war construction, with few exceptions, resulted in monotonous and endless extensions of streets on the gridiron plan, in accordance with subdivision designs that were laid down as early as 1911.

By 1949, most of the serviced lots were built upon.

³ C. Perry, Housing for the Machine Age, Russell Sage Foundation, New York, 1939, p. 51.

⁴ Letter from W.R. Brown to P.G. Davies, Jan. 21, 1959.

In view of the fact that more lots had to be serviced anyway, Professors Spence-Sales and Bland recommended that "further development should be patterned more freely with a higher density according to more modern techniques".⁵

Replotting Schemes

Much of Edmonton's peripheral subdivided land had not been developed or serviced by 1950, and if the city was to develop on the neighbourhood unit principle it was first necessary to cancel and re-subdivide the existing subdivisions. Section 37 of the Planning Act, 1942 provided for this:

Any local or rural authority may, by resolution passed by a vote of two-thirds of all its members, authorize the preparation of a scheme in this Act called a replotting scheme for the cancellation of any existing subdivision or part thereof and making a new subdivision thereof and the re-distribution of the newly subdivided land amongst the owners of the cancelled subdivision and may, by resolution similarly passed, adopt the same; provided that no replotting scheme may be approved without the previous consent in writing of the owners thereof and of any other persons having any registered interest therein, as to at least sixty per cent of the parcels in the subdivision or part of a subdivision to be cancelled and replotted, and of the assessed value of the lands exclusive of improvements effected. 6

With such conditions attached to replotting, it would seem that these schemes would be difficult, if not impossible, to achieve. However, in Edmonton it was quite

⁵ Spence-Sales and Bland, op. cit., p. 17.

⁶ Planning Act, 1942. Chapter 169, Section 37.

different. Much of the prematurely subdivided land had reverted to the City as a result of earlier tax defaults. Consequently, in many of the earlier instances, as the City was the owner of a large portion of the land to be replotted, it could easily fulfil the 60 per cent land ownership requirement. Several of the larger local builders who generally favoured neighbourhood plans helped to buy up blocks of land in the proposed areas to satisfy the 60 per cent constraint. Therefore replotting schemes turned out to be very popularly used in Edmonton, particularly in the 1950s. All the new neighbourhoods developed during the period under review were re-subdivided under replotting procedures.

In Edmonton, final approval of replots has remained the responsibility of City Council, which normally would endorse the recommendations of the Technical Planning Board. Section 36(3) of the Planning Act, 1955, required that

a subdivision to be made under a replotting scheme is subject to the regulations made under the Surveys and Expropriation Act with respect to subdivisions, and shall be submitted for approval under those regulations before approval is given by a council. ⁷

As the Technical Planning Board was designated to be Edmonton's subdivision approving authority, it became mandatory that neighbourhood units developed on the replotting basis be first approved by it before being

⁷ Planning Act, 1955, Section 36(3).

referred to Council for adoption. In considering neighbourhood replotting schemes, the Board adopted the following procedure:

- (1) a) Consider the area to be replotted
b) The tentative plan for the area
- (2) Submission to the Utility Panel
- (3) Consideration of the preliminary plan.⁸

In examining proposals for neighbourhood replots, the Technical Planning Board checked to ensure that they met the general subdivision regulations with respect to such matters as site topography and provision of utilities, and, more important, that neighbourhood design principles were adhered to. Not infrequently, for instance, the Board rejected an application for fear that it might present "school problems".⁹ In considering a replotting scheme, the Board had to be aware of its conformity with the whole neighbourhood design and with the evolving general plan as well as the preliminary district plan. Due consideration had to be given to all the above factors before a replotting scheme was recommended for Council approval.

The extent of the replotting schemes adopted during the period under review is shown in Figure 15. It is strikingly clear that a substantial number of the replots occurred at the periphery of the city, on the prematurely subdivided though very little developed land. On October

⁸ Technical Planning Board, Minutes, January 15, 1959.

⁹ Technical Planning Board, Minutes, July 20, 1961.

24, 1960, Council adopted all the replots approved by it prior to this date as part of the General Plan.¹⁰ Section 17 of the Planning Act, 1960, had made it possible that

at any time during the exercise of interim development control, a council may by resolution bring into operation any part or parts of the general plan before the completion of the full general plan. 11

It is evident then that the contribution of the Technical Planning Board to Edmonton's evolving general plan, insofar as it applied to the design of residential areas, was very great. During its existence it directed the development of about half of the city, and so shaped the General Plan for that area.

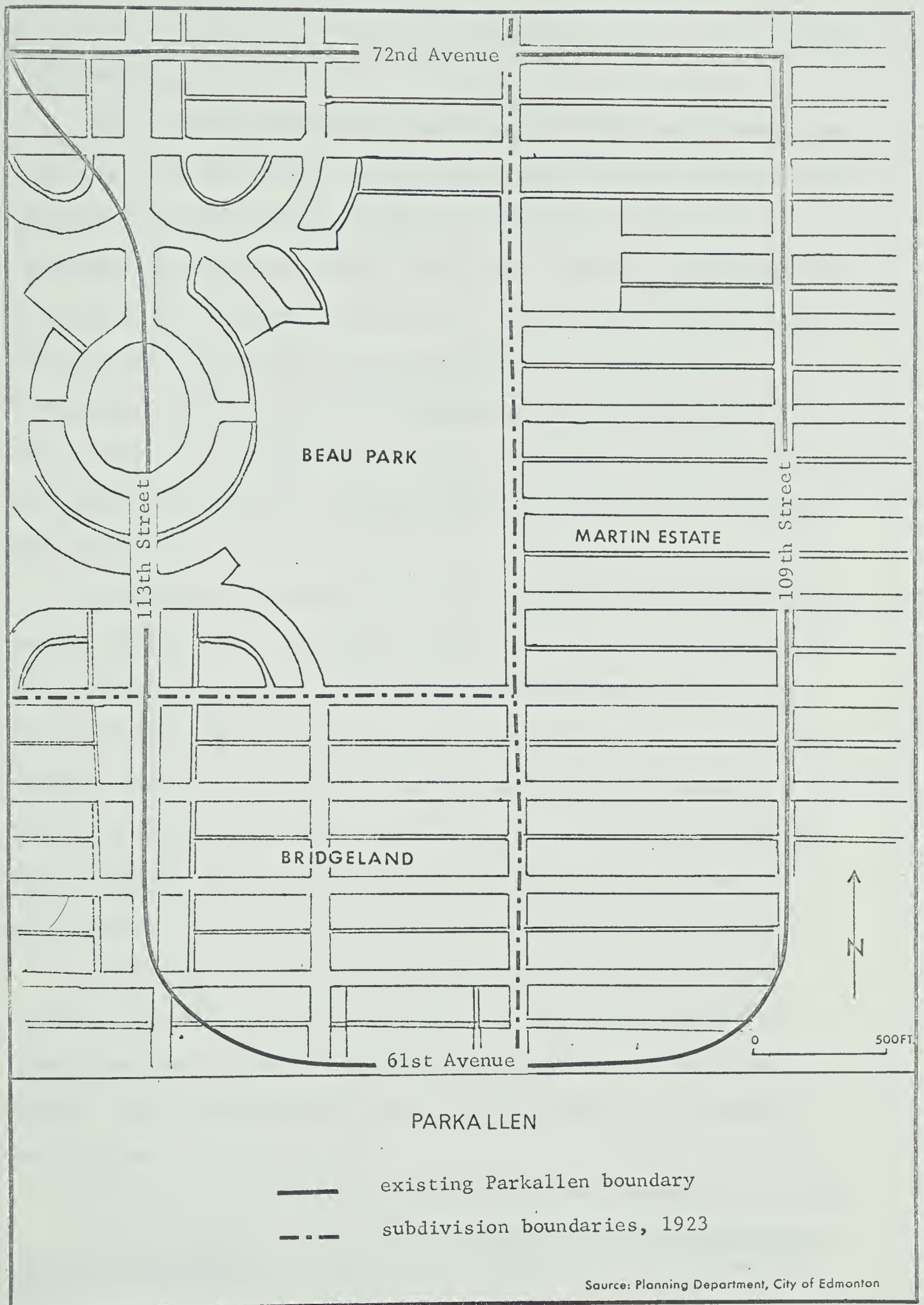
Parkallen - The First Planned Neighbourhood

In response to Professors Spence-Sales and Bland's recommendation that modern neighbourhood principles be incorporated into new developments, and taking advantage of Section 37 of the Planning Act, the Town Planner, Mr. Dant, introduced the concept of the neighbourhood unit into Edmonton's development. The first planned neighbourhood was Parkallen which was then made up of Bridgeland, Martin Estate and Beau Park as shown on Figure 12. Though the area was subdivided, only very few of the lots had been built upon. The rest of the area was under

¹⁰ City of Edmonton, Council Minutes, October 24, 1960.

¹¹ Planning Act, 1960, Section 17.

FIGURE 12



cultivation.

The Parkallen site was surveyed in 1949 and a new plan for the area was ready even before the official inauguration of the Technical Planning Board. The City owned a substantial portion of the land and, together with Aldritt Construction Company, accounted for well over 60 per cent of the land affected by the replotting scheme.¹² On December 4, 1950, Council authorized the cancellation of the former subdivision plan, and the newly subdivided scheme as shown on Figure 13 was subsequently approved on January 29, 1951.¹³

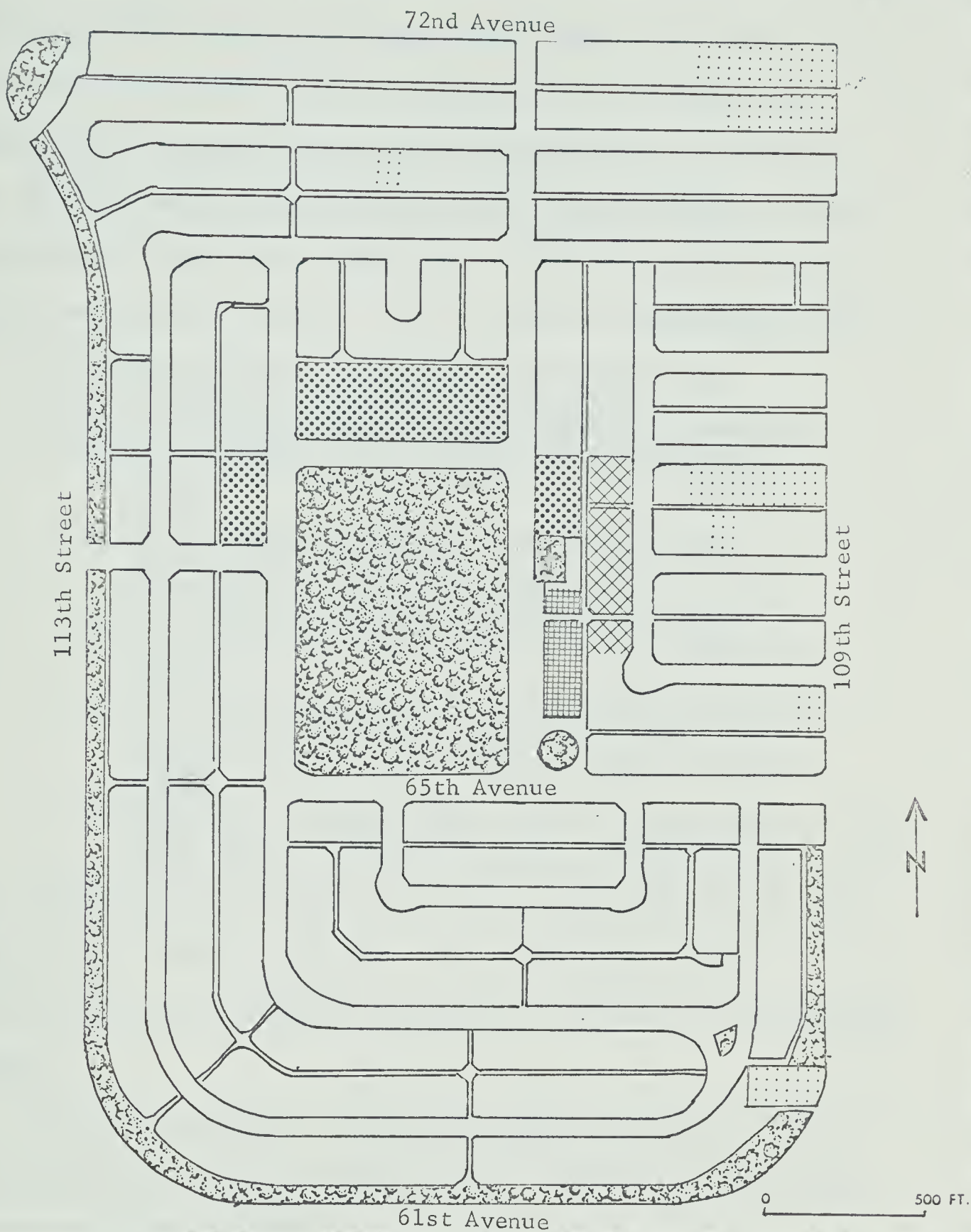
As soon as the Technical Planning Board was officially established, it discussed a bylaw regarding the principles and standards for the Parkallen Neighbourhood Unit. For five months, due consideration was given to this. As the layout and design of the neighbourhood would involve several civic departments and above all the school boards, the proposed bylaw was circulated to all the related departments before presentation to Council for Approval.

On May 14, 1951, Council passed this bylaw, Bylaw 1379, which was not just a guide for the development of Parkallen but also was to serve as a general model for other areas subsequently approved by Council for similar

¹² City of Edmonton, Council Minutes, December 4, 1950.

¹³ Loc. cit. Also plan showing Survey of Subdivision by Replotting Scheme - Parkallen, Engineer's Department, City of Edmonton.

Figure 13



PARKALLEN

- | | |
|--------------------------|-------------------------|
| walk-up apartments | single family residence |
| parkland and school site | local business |
| church site | duplex |
| lots built prior to 1950 | |

Source: Planning Department, City of Edmonton

development.¹⁴ Bylaw 1379 outlined seven land use classifications, as shown in Figure 13. Minimum site requirements and maximum density standards, for example, were spelled out. Regulations regarding building heights and set backs were laid down too. In the zone of multi-family dwellings, Section 7 of the Bylaw stipulated that

1. (a) The density range shall be 15 to 20 family dwelling units per acre
- (b) the minimum lot frontage shall be 66 feet
- (c) the minimum lot area for each multiple dwelling building shall be 8,600 square feet
- (d) the maximum coverage of building and accessory buildings...shall not be more than 30% of the total site area
- (e) the front building line shall not be less than 25 feet from the front property line...
- (f) the side building lines shall be, in the case of a building block under 30 feet in height, 15% of the frontage width of the site...
- (g) the rear building line shall not be less than 35 feet from the rear property line....¹⁵

It is questionable whether such detailed regulations are necessary or even desirable. For one thing, they certainly help to inhibit individual initiative in housing designs.

The Bylaw also had provisions with respect to off-street vehicle parking spaces in the local business and

¹⁴ Bylaw 1379. A Bylaw respecting "The Parkallen Neighbourhood Unit Development Area" and prescribing regulations to be observed therein and also in other areas of land subsequently approved by Council for similar development except where specially modified in respect to such other areas. City of Edmonton, May 14, 1951.

¹⁵ Bylaw 1379, Section 7(1)(a-g).

multi-residential zones. Some aesthetic control was also provided for. Section 7(2) of the Bylaw stated:

In the case of 2 or more grouped apartment blocks, the relationship of the blocks one with the other and the total relationship to the land on which they are constructed shall be approved by the Development Officer. 16

Further, in Section 8(e):

The horizontal height lines and architectural details generally shall be in conformity with adjacent stores and their accommodation above as approved by the Development Officer or upon the advice of the Architectural Panel. 17

This provision was not effective at all. Consequently, an amendment was made to change the policy altogether. Under the amendment, all the store sites were sold as an unparcelled lot to be developed as an integrated shopping unit.

A comparison of design features of the old and the new subdivision plans for Parkallen shows some differences from the viewpoint of appearance, convenience, safety and economy.

Firstly, the unplanned scheme has no unit boundary; it is but a part of the monotonous whole. There is nothing to inculcate a sense of unity and community feeling. On the other hand, the planned scheme is enclosed by the four major arterials, 109th and 113th Streets and 61st and 72nd Avenues. Community facilities such as schools, parks, a church and local shops are all within fairly reasonable

¹⁶ Ibid., Section 7(2).

¹⁷ Ibid., Section 8(e).

walking distance for every resident. A focus is built up around which the neighbourhood can physically, sociologically and functionally revolve.

Secondly, in the planned neighbourhood, the overall density of the area would be increased with the inclusion of multi-family residential units. Parkallen which consists of 180 acres was planned to accommodate 3,580 persons, giving it a gross density of about 18 persons per acre. In the unplanned scheme, only one-family residences were provided for.

Concerning streets, in the unplanned subdivision, all the streets are of the same width and are through streets which would thus tend to increase traffic hazards. In great contrast, in the planned unit through traffic is virtually eliminated, by directing it around the circumference of the area on specifically designed highways to allow freer movement and maximum speeds with little interference from local traffic. Main points of access to the area are reduced and the effect of heavy traffic is buffered with the planting of the green strip around well over half of the neighbourhood's perimeter. Regarding exit points, possibly too many have been eliminated. To cite an example, 62nd Avenue extends for about half a mile without any break. The limited number of entrances to neighbourhoods surely would cause inconvenience. In 1955 the Edmonton Real Estate Board submitted the following recommendation to the Town Planner:

It is the feeling of the Executive that the number of entrances to areas now planned and in operation, is insufficient, and that should Council decide to continue Integrated Residential Planning that in planning future areas, consideration should be given to increasing numbers of roads leading into the areas from main arteries. 18

In the old plan layout, little provision was made for local stores.

For these various reasons, the advantages of the planned scheme can be readily appreciated. However, as already mentioned, there are imperfections even within the planned unit. It must be remembered, though, that Parkallen was the first experiment and at that time planning principles were less sophisticated. Parkallen is an example of a modified grid pattern subdivision. Existing arterials were maintained wherever possible. For example, all the existing avenues remained. At certain points, streets were closed to form horseshoe crescents. The planning authority too realized that there were mistakes with the Parkallen design. Consequently, in the subsequent neighbourhood subdivisions, wherever and whenever necessary, errors have been corrected.

The Sherbrooke Neighbourhood

A more sophisticated example of neighbourhood subdivision is Sherbrooke which was adopted by Council on May 11, 1953, three years after the development of Parkallen.¹⁹ A

¹⁸ Letter from W.H. Flewelling, Secretary, Edmonton Real Estate Board to N. Dant, April 23, 1955.

¹⁹ Council Minutes, City of Edmonton, May 11, 1953.

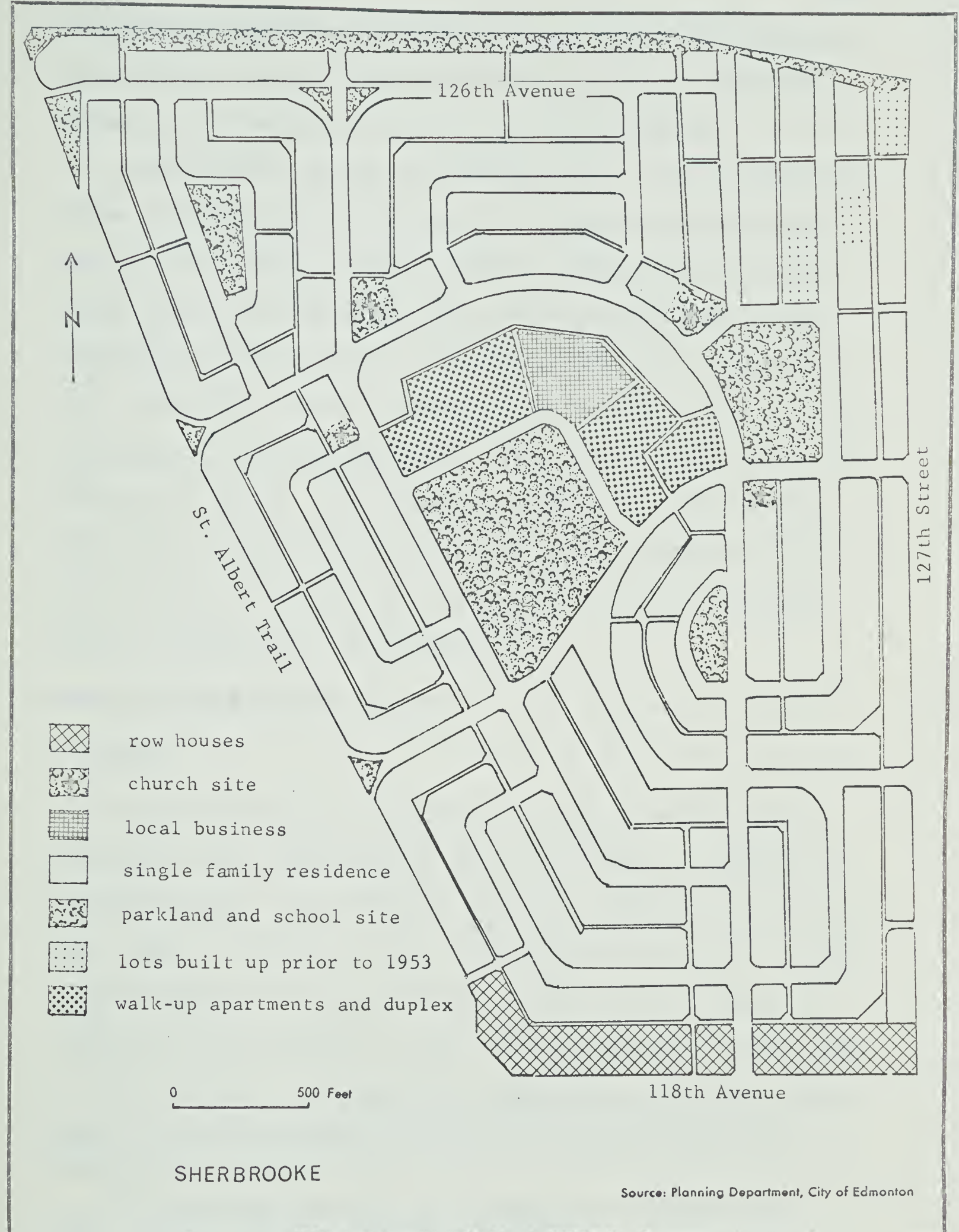
comparison between Parkallen and Sherbrooke does show some improvement. Indeed, the Sherbrooke plan was cited at the University of British Columbia as an "excellent example of using the neighbourhood unit plan".²⁰

As shown in Figure 14, there are many more exits and entrances to Sherbrooke than were provided in Parkallen. This is much more desirable. It is more convenient both to neighbourhood residents and to passers-by who may be interested in using the facilities of the neighbourhood. Secondly, in Sherbrooke, there is a considerable reduction in street lengths, unlike Parkallen where a crescent extends for about a half a mile. Furthermore, unlike the Parkallen layout, some of the higher density traffic-generating structures are diverted to the neighbourhood's periphery as indicated by the stretch of row houses backing onto 118th Avenue. These row houses were planned to accommodate 980 persons or about 18.5 per cent of the neighbourhood residents.²¹ If these were to be located in the neighbourhood centre, a substantial amount of traffic would converge in the central area. Also, in Sherbrooke, greater variety of dwelling types was allowed for than in Parkallen. Furthermore, there are more local parks and tot lots in the Sherbrooke Scheme. This is desirable as it affords better

²⁰ Letter from K.R. Major to the Edmonton Planning Department, February 4, 1959.

²¹ "Sherbrooke Neighbourhood Unit", New Approaches to Residential Land Development. A Study of Concepts and Innovations. Urban Land Institute, Washington D.C., Technical Bulletin No. 40, January, 1961, p. 14.

Figure 14



residential amenities as well as being more accessible to children who can get there without necessarily having to traverse busy roads as in the case in Parkallen.

One drawback of both the Sherbrooke and the Parkallen schemes was the allocation of a shopping district in the centre of the unit. At the time the resubdivision plan was drafted, the planning authority had not realized the impracticability of this. However it was soon recognized that commercial establishments could survive better at the perimeter of the neighbourhood along an arterial route, as proposed by Perry. The original commercial zone in the Sherbrooke neighbourhood centre was never developed for business use. Instead, it was rezoned in 1962 for high density residential development.²²

General Neighbourhood Designs

(i) Size

Both Parkallen and Sherbrooke illustrate how Perry's principles were incorporated into the layout of Edmonton's neighbourhoods. As mentioned earlier, though the principles were similar to all of them, they were not built on a stereotyped pattern. Even the size of each varied, being influenced by the pattern of the existing through streets and by such barriers as industries, railroads and water. According to the town planner, the ideal neighbourhood unit for

²² Technical Planning Board Minutes, February 19, 1962; Council Minutes, March 13, 1962.

Edmonton would be "between $\frac{1}{2}$ a mile to 1 mile across and having a population of from 3 to 4,000 people, for within this area and serving this population an elementary school can serve best and most economically".²³ This size also would support Perry's maxim that no housewife should have to walk more than a quarter-mile to shop and no child more than a quarter-mile to school. Consequently, wherever possible, a population target of between three and four thousand people was set for each neighbourhood.

(ii) Schools and Open Spaces

Also in each neighbourhood there was a public elementary school. Separate elementary schools were not in as great demand. It was therefore found best to locate the separate elementary school at the district level, alongside the public junior high school.²⁴ Each elementary school was allotted 4 to 5 acres of playing ground, and each high school received some 14 to 18 acres. After school hours, these playing fields were made available to the public. As much co-operation between the school boards and the City would be required in the development of neighbourhoods in Edmonton, they were regularly invited to attend meetings of the Technical Planning Board. In addition to the green

²³ N. Dant, The Function, Integration of Land Use, Buildings and Design of Urban Community Centres. Report prepared for the Bylaws Committee of Council, City of Edmonton, January 4, 1951, p. 3.

²⁴ Four to five neighbourhoods normally constitute a district.

spaces allocated to each school, four more acres were set aside in each neighbourhood for parks and recreational use.

(iii) Businesses

Small shopping centres ranging from six to twelve stores were located within each neighbourhood. For the convenience of the maximum number of housewives, the shops were first placed in the centre. However, as pointed out earlier, this was not economically practical. Having the shops in the centre limits the number of clientele so that business could hardly be profitable. This had caused some shops in Dovercourt and Parkallen to close down. Secondly, placing the business core in the centre would tend to draw much traffic through the neighbourhood to the central area. As mentioned already, in the later neighbourhoods, business areas were located at neighbourhood entrances, along arterial streets.

There was some control over the design and type of businesses that went in. Section 8 of Bylaw 1379 stated that there must be architectural unity among adjacent shops. To achieve a more effective control over architectural harmony, shop sites were not sold individually but as a single shopping centre unit to the first bidder. Although not specifically stated, it was the policy of the Technical Planning Board not to allow two shops of a similar nature in the same neighbourhood. This indicates the Board's consideration for shop operators.

In keeping with the objectives of the Evolving General Plan, there were to be three levels of businesses: the local, district, and central downtown. District shopping centres, serving several neighbourhoods were built at some strategic locations. Westmount Shopping Centre, for example, serves neighbourhoods such as Dovercourt, Sherbrooke, Woodcroft and Inglewood.

(iv) Street System

Every neighbourhood was provided with a special street system, each street's being proportioned to its probable traffic load. The street network as a whole was designed to facilitate the circulation of traffic within the unit and to discourage its use by through traffic. Winding streets and cul-de-sacs were used for this purpose - to discourage through traffic and thus enhancing the safety of the inhabitants. In some cases, however, design for the safety factor may have been achieved at the expense of convenience. The layout of crescents was sometimes so complicated that residents often had to ring the Planning Department for direction to get out of the maze. Indeed, in 1953, even the Town Planner was reported to have "become lost in one of the new neighbourhood units he had designed".²⁵

The crescent street design was far from popular. Attacks came from City Aldermen and the public. When the Hardisty plan was published, its street pattern was criticized

²⁵ The Edmonton Journal, November 10, 1953.

as a "hopeless mess...having the appearance of half a spider web".²⁶ In April, 1955, Alderman Mrs. Wilson moved at a Council Meeting that "the principle of the strict retention of the grid system be reconsidered".²⁷ Many Edmontonians had upheld the belief that Edmonton's gridiron street numbering system was second to none in the world and that the newly planned crescents were disturbing their renowned pattern. The above motion was defeated, not without trouble though, for in so doing, Noel Dant had to write to obtain opinions from seventeen eminent persons from different spheres of activities. All the seventeen replies were strongly in favour of the integrated crescent street system. One of the replies ran as follows:

One of the principal justifications for the neighbourhood unit system of street design (but by no means the only one), is that it removes a great many traffic hazards which are inescapable in the gridiron system. Statistics show that, for children under 15, the death rate from motor vehicle accidents is 6 times as great as the death rate from polio - the lesser of the two risks. 28

Although those who opposed the crescent street system were prejudiced, it does serve to indicate that the crescent pattern was not always the most convenient. Indeed, the line between convenience and safety is very fine, so

²⁶ The Edmonton Journal, December 30, 1955.

²⁷ Council Minutes, April 25, 1955.

²⁸ Letter from H. Carver, Chairman Research Committee, Central Mortgage and Housing Corporation, Ottawa to N. Dant, May, 1955.

much so that one can easily intrude onto the other.

(v) Housing

In most of Edmonton's neighbourhoods, there was provision for a large variety of accommodation to meet the needs of various family sizes and age groups. Higher density structures were at first located at the centre, near the large open spaces. This is desirable from the viewpoint of those residing in these high density structures. But a concentration of residents in a neighbourhood centre draws too much traffic to the interior. In the more recently developed neighbourhoods, the higher density dwellings are located along the margins, backing onto main arterials, thus serving the function of a buffer strip such as that found in River Heights along 85th Street. Within the neighbourhood it is a good idea to accommodate a range of dwelling types for as pointed out by the Committee on the Hygiene of Housing in 1939:

The continuance of the family in the community of its choice will be greatly fostered by the provision in every housing project of living units sufficiently varied in size to provide accommodations during the whole cycle of family development, from the phase of child rearing and gradually increasing size, on to the period when parents whose grown children have set up their own homes will normally live by themselves. 29

In five of the units - Belgravia, Capitol Hill, Crestwood, Strathearn, and Windsor Park - because of their

²⁹ Committee on the Hygiene of Housing, American Public Health Association, "Basic Principles of Healthful Housing", in Planning the Neighbourhood. New York, 1939, p. 27.

superior location with respect to natural amenity, house designs were controlled by the City's Architectural Panel - initially at the request of the local residents - to enhance architectural harmony.³⁰

Minimum standards of cost too were imposed in these restricted neighbourhoods. For example, the minimum costs of dwelling construction was \$12,000.00 in the Strathearn neighbourhood.³¹

Not all the neighbourhoods in Edmonton were planned and developed as complete units, though the first eleven, developed between 1950 and 1953, were; they included Park-allen, Prince Rupert, Queen Mary Park, Strathearn, Belgravia, North Glenora, Idylwylde, Sherbrooke, Holyrood, Crestwood, and Woodcroft. Gradually, as the supply of City-owned land was exhausted, development of complete neighbourhood units was much more difficult. Instead, applications to replot parts of neighbourhoods became more common. The integration of existing developed areas into new neighbourhoods was done too, as for example in the Sherbrooke and North Glenora neighbourhoods. At times, in so doing, when the existing structures did not conform with the overall neighbourhood plan, such as where "new streets could not be aligned to fit existing houses, the houses were bodily moved to fit

³⁰ Bylaw 1417, Section 13(i).

³¹ Ibid., Section 13(g).

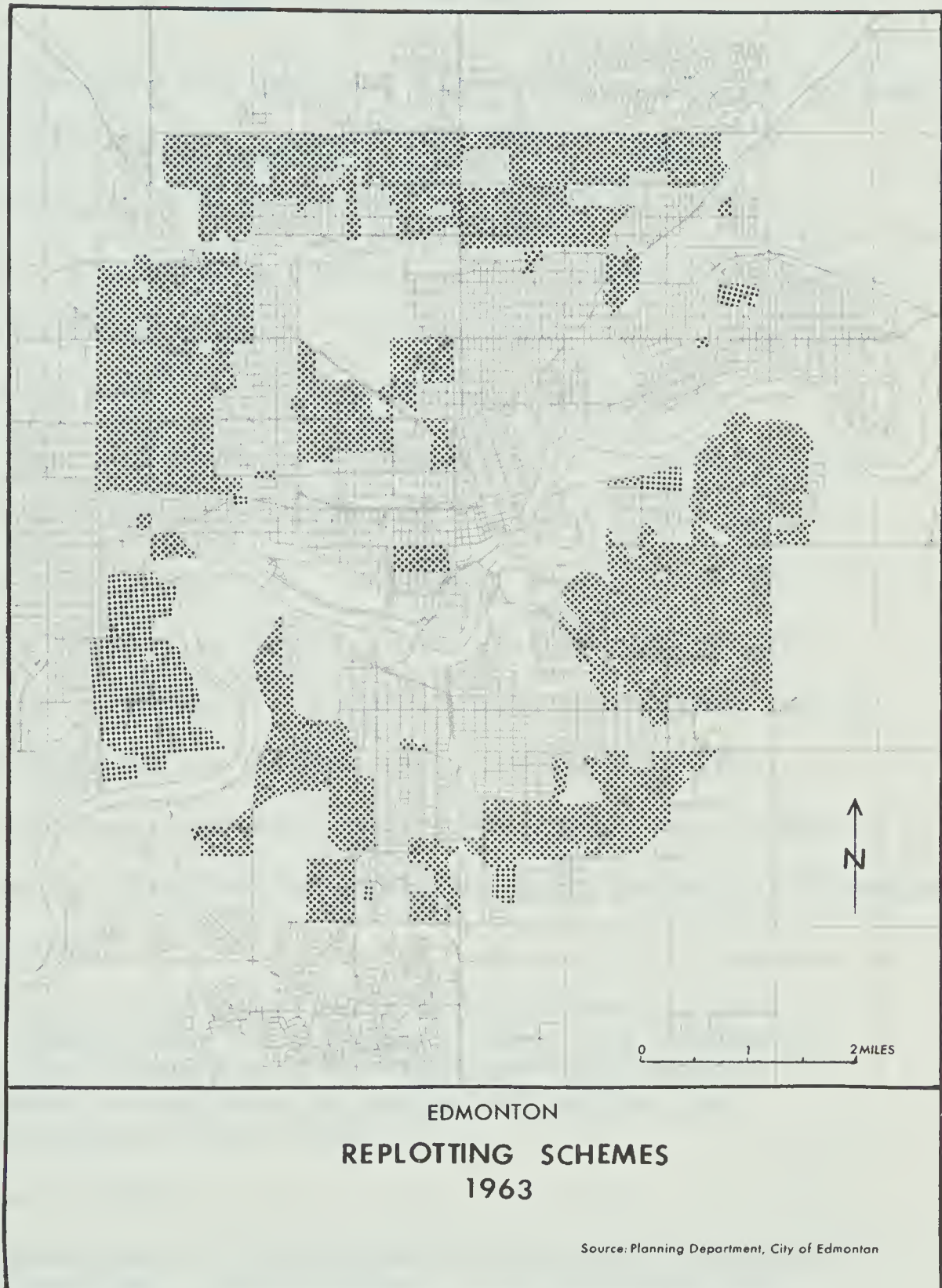
the streets".³²

During the period under review, that is, from 1950 to 1963, there were altogether forty-one completed and four partially-completed neighbourhoods developed in Edmonton. In all these neighbourhoods, the neighbourhood-unit principle was followed consistently in all residential development.

In conclusion, although the Technical Planning Board did not initiate the idea of neighbourhood development in Edmonton, it performed a valuable function in drafting out principles and regulations respecting the layout of such districts. In dealing with applications for replotting schemes, the Board established the residential pattern of the City (see Figure 15).

³² "Edmonton: 55 Home Towns in One City". Canadian Homes and Gardens, April, 1956, p. 15.

FIGURE 15



CHAPTER V

THE IMPACT OF THE TECHNICAL PLANNING BOARD ON EDMONTON, 1959-1963

The previous two chapters have shed some light on some of the miscellaneous planning items handled by the Technical Planning Board during the early years of its operation. The present chapter treats some of the Board's planning policies between 1959 and 1963, to see how these have in turn affected the development of Edmonton.

The year 1959 has been chosen as an arbitrary break between the first nine years and the last four years of the Board's existence for the simple reason that the minutes of regular meetings of the latter period are complete and available. Several factors possibly led to this. Changes in provincial and City legislation necessitated more frequent and regular meetings of the Board. As Mr. Hardcastle stated during a Technical Planning Board meeting:

In view of the progress now being made towards the preparation of a General Plan, the Technical Planning Board would be required to give more guidance on matters of policy affecting the preparation of the Plan. ¹

He went on to say:

The Province is discontinuing the present practice of recording subdivisions. Each municipality must itself keep a record of the approved subdivisions. The Technical Planning Board should

¹ Technical Planning Board, Minutes, January 15, 1959.

therefore approve such tentative and final subdivisions. ²

Extra burden caused by changes in higher-level legislation made it essential for the Board to be better organized administratively. Therefore, the Board decided to "hold meetings on the last Thursday of each month."³

During the four years under review, the Technical Planning Board dealt with all sorts of planning items concerning both the City of Edmonton and its environs. Topics handled by the Board included principles of the programming of development, land subdivision and transfer, replotting schemes, and amendments to the Preliminary District Plan. In short, all planning matters leading to the realization of the City's General Plan and Zoning Bylaw were considered.

District Planning

A new topic that had its first appearance in the Technical Planning Board agendas in 1958 was applications to amend the Preliminary District Plan - Metropolitan Section. The need for district planning in Alberta was recognized by Professors Spence-Sales and Bland in 1950. At their recommendation the Edmonton District Planning Commission was established in the same year. In 1952, the Commission presented an outline general plan that was

² Loc. cit.

³ Loc. cit. Minutes show that in fact the Technical Planning Board met weekly.

to guide development in the vicinity of Edmonton.⁴ However this plan was purely advisory and so was not binding on the City or any other municipality. To be effective, the Outline Plan needed to have legal force, as revealed by the McNally Commission, a Royal Commission which studied the metropolitan development of Calgary and Edmonton.⁵ This investigation led to a complete revision of the Planning Act in 1957. Some of the changes for district planning were:⁶

Section 101 A commission shall prepare and adopt a district general plan to secure the orderly and economic development of the district planning area as a whole.

Section 109(2) When a district plan comes into effect every council shall thenceforth refrain from enacting a bylaw, taking any action or undertaking a public work that conflicts with or is inconsistent with the district general plan.

Section 113 During the interim period prior to the coming into effect of a district general plan, development occurring within the district plan area shall be guided and controlled by each municipality in accordance with a preliminary district plan.

Pursuant to the provisions of the Planning Act therefore, the Edmonton District Planning Commission drew

⁴ This Outline General Plan was "almost entirely in keeping with the Evolving General Plan" that was mentioned in Chapter II. City of Edmonton, Commissioners' Report No. 26, August 13, 1951.

⁵ McNally, Royal Commission on the Metropolitan Development of Calgary and Edmonton, Alberta. Queen's Printer, Edmonton, 1956.

⁶ Amendment to the Planning Act, 1957, Chapter 98.

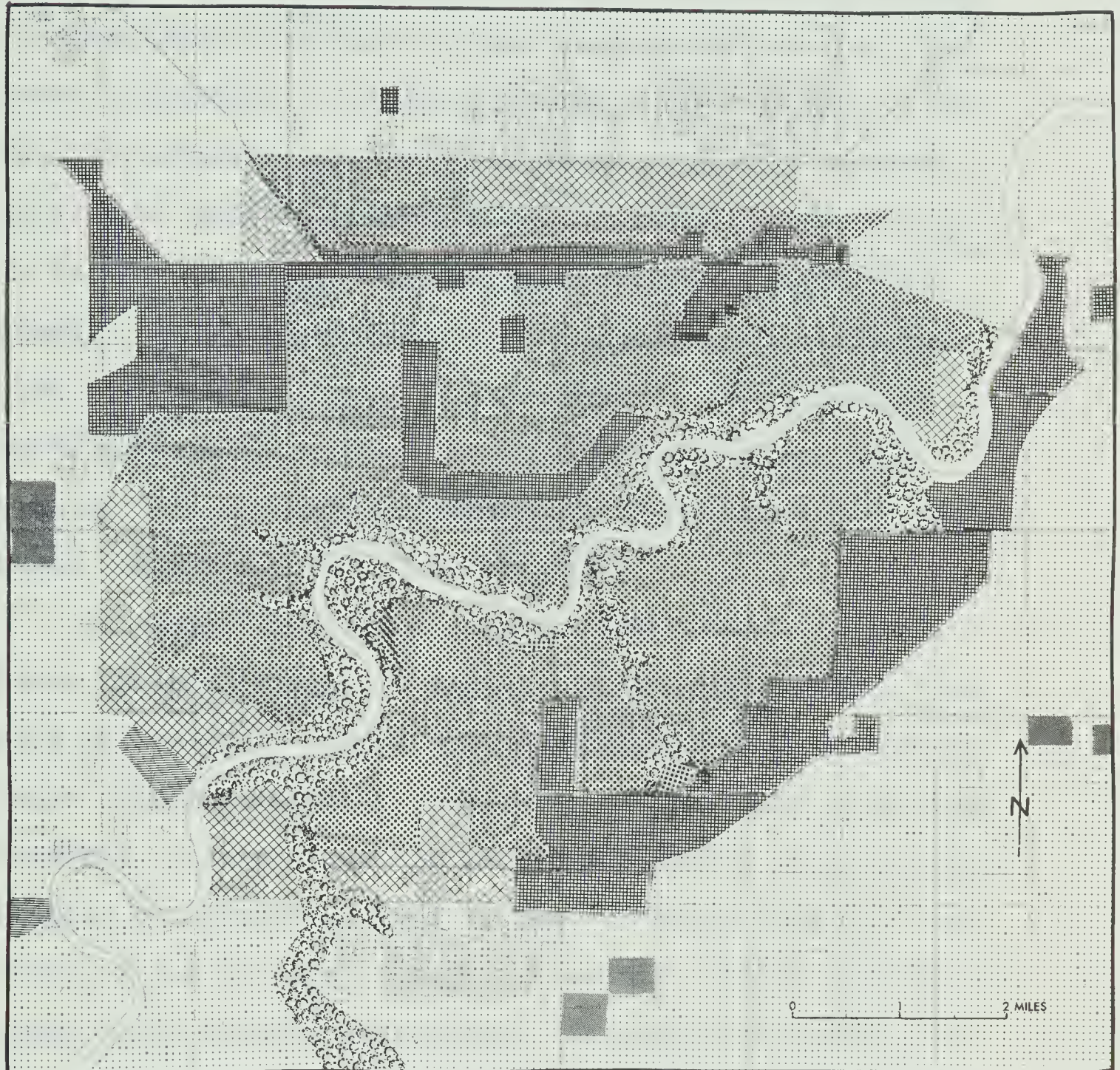
up a Preliminary District Plan, the Metropolitan Section of which was presented to the Technical Planning Board for comments.⁷ The Preliminary Plan was subsequently adopted by the Edmonton District Planning Commission on January 8, 1958 (as shown in Figure 16).⁸ This has since been the basis for effective control of development in the Edmonton metropolitan area. Applications to amend this plan must be made to the Commission. Often the City Council of Edmonton was asked to advise, for amendments to the District Plan - Metropolitan Section, might conflict with the City's planning policies. Since amendments would constitute major development principles, they were referred to the Technical Planning Board for recommendations.

In reviewing the district planning cases which were considered by the Board between 1959 and 1963, it becomes evident that it never made impulsive recommendations. To ensure the most economical and orderly development of land both in the city and the metropolitan region, the Board considered the applications with respect to such questions as the provision of utilities and services, health standards, aesthetics, and topography. The very composition of the Board membership had enabled it to obtain quick and ready advice on most of these matters. Where immediate answers were found wanting, the Board would refer the questions to

⁷ Technical Planning Board Minutes, October 31, 1957 and December 12, 1957.








⁸ Edmonton District Planning Commission, Preliminary District Plan - Metropolitan Section, Edmonton, 1958.

FIGURE 16



EDMONTON

PRELIMINARY DISTRICT PLAN
Metropolitan Section

- | | |
|--|--|
|  general urban zone |  major industrial zone |
|  general urban reserve zone |  small holding zone |
|  district recreation zone |  country residence zone |
|  high density agricultural zone | |

Source: Edmonton District Planning Commission
January 8, 1958

the relevant departments or it might assign special teams to investigate them and to make recommendations for the Board's guidance. In instances where there existed a degree of uncertainty, the Board would withhold approval until more definite planning policies could be formulated. It was not uncommon that the Board recommended this to Council. "The Technical Planning Board is of the opinion that development should be postponed till more specific surveys had been carried out." Likewise, it was recommended, "before steps on Edmonton's development have been taken, no approval would be given".⁹

No doubt, long-range planning was envisaged by the Board in considering development in the metropolitan area. Care was taken to ensure that present decisions could not cause future problems. To cite an example: an applicant obtained approval from the Edmonton District Planning Commission on January 3, 1962 to rezone twenty acres of land from low density agriculture to country estate, whereby he could build country residences. On January 18, 1962, he applied to have another ten acres in the same vicinity rezoned on the ground that "it would be more economical to service more lots".¹⁰ The case was referred to the Board

⁹ Technical Planning Board Minutes, March 17, 1960.

¹⁰ Technical Planning Board Minutes, January 18, 1962.

which recommended refusal because "concentrations would encourage the establishment of communities and thus would create a demand for community services".¹¹

Furthermore, wherever possible, policies regarding development in the metropolitan area were recommended to conform with those of the City. For example, one of City Council's early-established principles had been the reservation of the river valley for parks and recreation. Anticipating future possible annexation of parts of the adjacent municipalities to Edmonton, the Technical Planning Board would not agree to the approval of developments along the river. In 1962, for instance, the Edmonton District Planning Commission was "urged to prevent ribboning of development along the river valley bank".¹² The Board realized that if building was permitted along the river in the adjacent municipalities, it would be very difficult to reclaim the land for park purposes after annexation.

It is also evident that the Technical Planning Board, in reviewing such cases, gave due consideration to "the conservation of the natural resources of the district planning area".¹³ In February, 1962, there was an application for an amendment to the Preliminary District Plan - Metropolitan Section, to rezone sixty-two acres in the low density

¹¹ Loc. cit.

¹² Technical Planning Board Minutes, March 15, 1962.

¹³ Amendment to the Planning Act, 1959, Section 102(e).

agricultural area in the County of Strathcona to small holdings. The Board recommended refusal on the grounds that "good agricultural land should not be taken out of its present use and the marginal agricultural land be used for small holdings".¹⁴

Inevitably, the foregoing examples could give an impression that the Technical Planning Board was rigid and would never recommend amendments to the Metropolitan Plan. This, however, was not the case. Where circumstances warranted such actions, the Board did recommend approval. For example, in September 1961, the Technical Planning Board was asked to advise Council on a Commission motion that general industry be permitted in an agricultural district just three-quarters of a mile south of the City limits to build a natural gas processing plant.¹⁵ In view of the fact that locational requirements were sufficiently strong to override district zoning, the Board recommended as follows:

The Board grants such approval because of the particular economic problems directly connected with the extraction of gas which requires the Plant to be on the site where requested. The Board does not wish this particular approval to be construed as indicating a general desire by the City that industry be established in the southwest quarter of this section because it is considered that there is adequate industrial land already zoned in the north and northeast of this

¹⁴ Technical Planning Board Minutes, February 22, 1962.

¹⁵ Ibid., September 14, 1961.

quarter section which will meet the requirement of the average industrial concern. 16

Sometimes, despite the Commission's tentative refusal, the Board still would insist on approving applications to amend the Metropolitan Plan. One such illustration was an application to permit oil drilling industrial development in a low density agricultural zone which had been used for recreational purposes in the County of Strathcona. The District Planning Commission recommended refusal "for fear of creating precedents which could result in spot industrial development".¹⁷ However, after careful consideration, the Board was of the opinion that:

This type of development seems reasonable, having in mind the character of the oil drilling and oil field servicing activities. 18

But, since industrial development established around a recreational area was undesirable, the Board suggested a compromise that

there'll be a definite limit to the life of such a development and that perhaps a system of licensing rather than permanent zoning be used to control this sort of development. 19

In the majority of cases, Technical Planning Board recommendations were endorsed by Council whose decisions were upheld by the District Planning Commission. Section

¹⁶ Loc. cit.

¹⁷ Ibid., July 19, 1962.

¹⁸ Loc. cit.

¹⁹ Loc. cit.

13(2) of the Planning Act provided that if any applicant felt aggrieved with the decisions of the Commission, he could appeal to the Provincial Planning Advisory Board, whose decisions would then be final and binding.

Occasionally the Provincial Planning Advisory Board did overrule the decisions of the Planning Commissions. An example would be the application to subdivide property at the Westbrook Estate in the south west quadrant of the city which will be discussed later.

Programming of Development

Another planning item of major importance dealt with by the Technical Planning Board was the principle of sequential development within the city. According to Section 63(a) of the Planning Act as amended in 1960, Council was required to specify the sequence of future development within a specified period as part of the adoption of the general plan. The need to control the timing and sequence of subdivisions and developments is obvious. Premature subdivision can seriously restrict the freedom of the City to make changes in the proposed overall design of an area although such change may be desirable at the time of actual development. And as pointed out in a report on land development by the Planning Advisory Commission:

This is particularly true in Edmonton today, where many fundamental questions remain unresolved. The question of whether Edmonton may expect a limitation to be placed on its physical outward expansion, for example, will affect the type of

residential accommodation to be provided in many new areas; this, in turn, will certainly affect subdivision design....Again, for example, acceptable parks standards may change. 20

Another danger in allowing premature subdivision is that Council runs the risk of inviting pressure groups to urge the installation of municipal utility services prior to the desired time. Even if the developer is prepared to pay for the entire range of utility installation, it is still unwise to allow such development to go ahead, for there are many other general costs that have to be borne by the City such as police, fire protection and public transportation.

Orderly development had been recognized as highly desirable, and was provided for under Section 12(a) of the Planning Act, 1942. However it was not until 1960 that comprehensive programs of development emerged. The chief reason for this was brought out by Mr. W.E. Ogden, the Chief Planner for the South Side of Edmonton, in 1960:²¹

Until recently, annexations to the City have involved relatively small areas of land at any one time. The result was some control over programming of development. However, with the impending annexation of ten sections in the south-west...this automatic form of control will disappear. 22

²⁰ A Special Report Concerning Land Development, Planning Advisory Commission, City of Edmonton, September 9, 1960, p. 5.

²¹ From 1959 to 1962, planning for the City of Edmonton was divided into two sections, the North Saskatchewan River forming the boundary between them.

²² Letter from W.E. Ogden to W.R. Brown, January 7, 1960. The south west sector was annexed on December 30, 1959.

Mr. Ogden continued to say that in view of the annexation explained above and "to avoid chaos in the City's future growth, it seems essential that a program for development be adopted".²³ He explained that the program should be based upon the needs of all civic departments. It was therefore essential that the Technical Planning Board be informed. At its meetings on February 25, 1960, the Technical Planning Board discussed an outline tentative plan for southwest Edmonton, showing proposals for future neighbourhood units, their areas and probable populations plus alignment of major arteries and preliminary recommendations for programming of development. The natural topography of the land also was considered. It was then moved that "this proposal be circulated to utilities, including Parks, Schools, Recreation, Fire and Health, and that a Utility Panel meeting be called in two weeks time".²⁴

Having arrived at an acceptable order of development for the area, as shown in Figure 17, the Utility Panel recommended it to the Technical Planning Board who endorsed the principle and recommended it for Council's approval. It was subsequently accepted on May 24, 1960.²⁵ This plan proposed the development of thirteen neighbourhoods within the next three or four years.²⁶ Another seven, without

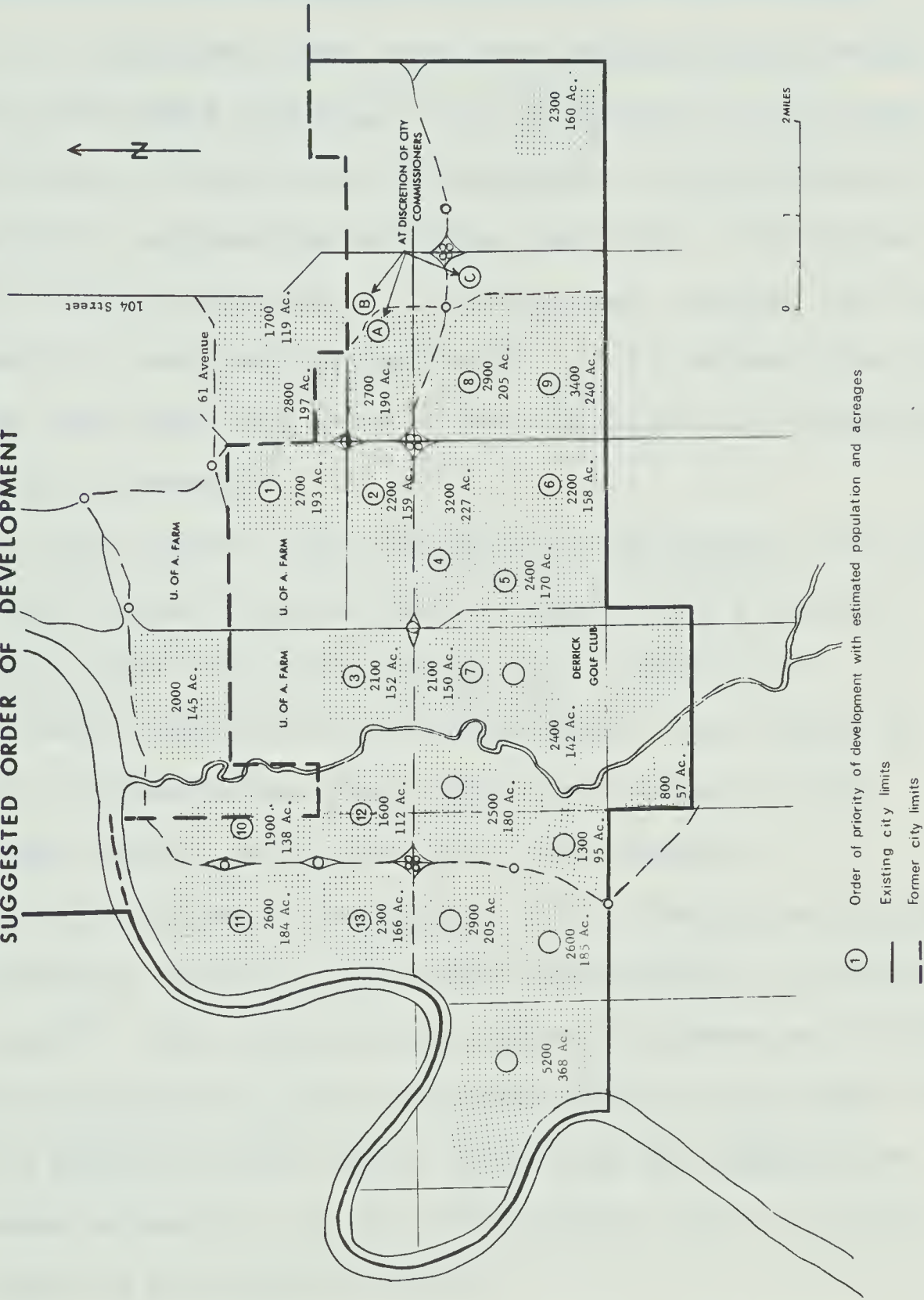
²³ Ibid., p. 2.

²⁴ Technical Planning Board Minutes, February 25, 1960.

²⁵ Council Minutes, City of Edmonton, May 24, 1960.

²⁶ Order of Council, City of Edmonton, May 6, 1960.

POSSIBLE EXPANSION OF SOUTH-WEST AREA SUGGESTED ORDER OF DEVELOPMENT



any chronological order, were to be developed subsequently. Their priority of development would depend upon future needs. In addition, there were four neighbourhoods which could be developed any time at the discretion of the City Commissioners. Priority of development was determined on the basis of engineering and other costs and "having regard to the considerations of orderliness, economy and convenience" as required by the Act.²⁷ It is evident from the program that there did exist a certain degree of flexibility within the framework.

It would appear that the Order of Development for the South West Sector thus arrived at would be City policy in developing land within its boundaries. This was not so. In fact much controversy and disagreement arose among the various planning bodies over actual development in the south west shortly after the Order was adopted.

The first item of debate was that of Westbrook Estates' application to rezone an area from agricultural to general urban use.²⁸ This proposal was before the Edmonton District Planning Commission on two occasions prior to the time the land was annexed to the City. Each time the application was termed premature and was thus refused, both at the district and the provincial levels.

When the land was annexed to the City of Edmonton, the

²⁷ Planning Act, Section 63(a), 1960.

²⁸ The area in question was N.W. $\frac{1}{4}$ Section, 6-52-24-W4, and N.E. $\frac{1}{4}$ Section 12-52-25-W4.

applicant applied again to the City. As planning advisory bodies to Council, both the Technical Planning Board and the Planning Advisory Commission voiced their opinions at the September 12, 1960 Council meeting.²⁹ Both urged Council to the need to control the timing and sequence of development. Council concurred with the recommendations included in both reports.

The applicant asked to be permitted to discuss the problem further at the October 24, 1960 meeting of Council during which the following resolution was passed:

That we accede to the request of Westbrook Estates Ltd. provided it is without prejudice to our previous decision of the pattern of orderly development and that Council request the Edmonton District Planning Commission to rezone the property from 'High Density Agricultural' to 'General Urban'. 30

The reasons for the changed decisions are obscure, and cannot be unravelled here. The case does illustrate, though, that planning decisions can be made on an unsound basis. There are times when logical recommendations are not heeded, as the Planning Advisory Commission also noted:

The Westbrook approval is granted not on grounds of logical planning but because of the nature of the encouragements given over the past few years to Westbrook. 31

The Provincial Planning Advisory Board was shocked at

²⁹ Letter from W.G. Hardcastle to Mayor Roper, October 27, 1960.

³⁰ City of Edmonton, Council Minutes, October 24, 1960.

³¹ Letter from Planning Advisory Commission to City Council, December 6, 1960, p. 3.

the City's sudden alteration of decision. In a letter to Commissioner Menzies it remarked:

This decision appears to indicate a reversal of what we have understood to be City policy with reference to the sequence of development in the lands recently annexed to the City....Our information to date had led us to believe that the development of the Westbrook land was rather a long way off in the City's schedule for development. 32

Despite Council's recommendation that the metropolitan zoning of the Westbrook property be changed, the Edmonton District Planning Commission did not concur, on the ground that an undesirable precedent would be created.³³ The case was therefore taken to the Provincial Planning Advisory Board who "having in mind the support being given to the developer's project by the City, considered that the proposed zoning change should be made".³⁴ The District Planning Commission was therefore required to amend the Preliminary District Plan.

Another fairly important issue which demonstrated differences of opinion among planning bodies also occurred in the South West Sector. The case serves as a good example of how desirable planning principles can be defeated on the basis of wrong administrative procedures. The item referred to dealt with the North West Trust Property

³² Letter from Provincial Planning Advisory Board to Mr. Menzies, October 27, 1960.

³³ Technical Planning Board, Minutes, March 30, 1961.

³⁴ Provincial Planning Advisory Board, Board Order 506/60.

west of Whitemud Creek and north of 45th Avenue and included the areas scheduled tenth, eleventh and twelfth on the 1960 adopted Order of Development. Application to subdivide this area was made to the Technical Planning Board on July 13, 1960,³⁵ but was deemed premature and was thus refused. At that time the first neighbourhood on the priority list had not been developed and it was

the opinion of most of the City Departments that the North West Trust land cannot be completely and efficiently serviced with schools, arterial roads, utilities and public transportation for at least 3 years. 36

It would be illogical and uneconomical to create a situation that would lead to a demand for the servicing of isolated outlying subdivisions. The Technical Planning Board pointed out then that the application did not comply with the provision of Regulation 16 of the Subdivision and Transfer Regulations which stipulated that land "shall not be subdivided unless necessary services can be provided in an orderly and economical manner for the development of the subdivision and in the future extensions thereof".³⁷

Council endorsed the above Technical Planning Board recommendation and made it clear that it was City policy to uphold the Order of Development Principle,³⁸ which had

³⁵ Technical Planning Board Minutes, July 28, 1960.

³⁶ Commissioners' Report No. 47, August 29, 1960.

³⁷ Subdivision and Transfer Regulations O.C., 185/60 Section 16.

³⁸ Council Minutes, September 12, 1960.

been outlined by the Planning Advisory Commission in its September 1960 Report.³⁹

The applicant then appealed to the Provincial Planning Advisory Board which determined that the Order of Development on which both Council and the Technical Planning Board based their arguments for refusal was, in fact, legally void for it had "not as yet been given legal force and effect" as required by Section 71(a) of the Planning Act.⁴⁰

As regards the argument of the Technical Planning Board that the application did not satisfy Clause 16 of the Subdivision and Transfer Regulations, the Provincial Planning Advisory Board made the following response:

It seems fairly likely that most purchasers of the relatively high priced lots in this Subdivision would wish to have 2 or 3 years in which to pay for them before they became much interested in their actual development. 41

The Provincial Planning Advisory Board issued its Board Order 360/60 on December 15, 1960 and ordered that "approval should be given".⁴² Despite the City's urging that the Provincial Planning Advisory Board should reconsider its decision, it was of no avail.⁴³ The Provincial Planning Advisory Board represented the final level as a decision-making body. It is questionable why the Provincial Board

³⁹ Special Report on Land Development. op.cit.

⁴⁰ Provincial Planning Advisory Board Order 360/60.

⁴¹ Loc. cit.

⁴² Loc. cit.

⁴³ Letter from J.H. Holloway to the Mayor, March 22, 1961.

gave such support to the applicant. No doubt, it too was aware of the necessity of some "clear policy with regard to the staging of development in the south west..." and that once such policy had been adopted it should be firmly adhered to.⁴⁴ At the time of approval the Board was also aware that the consequences were unpredictable. This consciousness is evident by reading between the lines of a letter from Mr. Holloway, Chairman of the Provincial Planning Advisory Board, to the Mayor and Town Planner:

My personal opinion, at any rate, is that the grounds upon which the appeal was allowed, although perhaps distasteful, were sound and proper... and whether we like it or not, the decision on that appeal must stand and that in the future planning of that general area, we must make the best of what happens as a result of it. ⁴⁵

The Technical Planning Board was far from pleased with the manner in which the 1960 Order for the South West had been disregarded. On the May 11, 1961 Agenda, its members were notified of a possible amendment of the Order of Development to offset "a situation which, if allowed to continue, could have costly repercussions for the next ten to twenty years".⁴⁶ The Board subsequently amended the 1960 Order of Development to suit the existing pattern. As shown on Figure 18, the amended Order was much more gen-

⁴⁴ Loc. cit.

⁴⁵ Loc. cit.

⁴⁶ Technical Planning Board Agenda, May 11, 1960.

SOUTH-WEST AREA ORDER OF DEVELOPMENT 1961

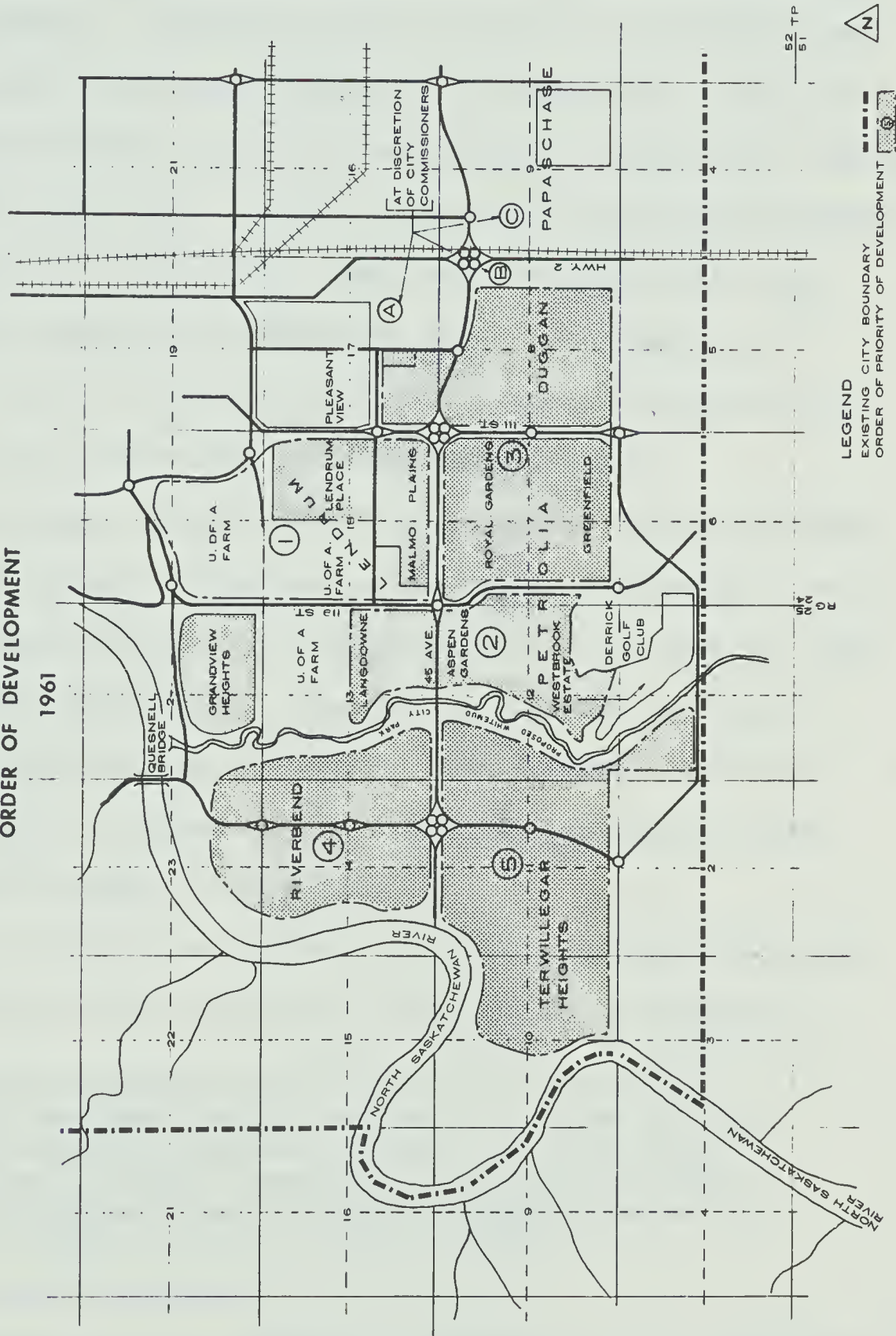


FIGURE 18

eralized. There were altogether five stages of development rather than nineteen. Population estimates for each of these neighbourhoods were disregarded. This is actually more desirable. Tentative plans should be reasonably general to allow a certain degree of flexibility. Also, on the amended Order, the Westbrook property was placed higher on the priority list. Council endorsed the recommendation of the Board on August 15, 1961 and the Order achieved Provincial approval on November 15 of the same year.⁴⁷ Section 71(a) of the Planning Act as amended having been observed, the new Order obtained legal status.

It is thus evident that the Technical Planning Board, both as an advisory body on general planning matters and as an approving authority on subdivisions, occasionally found itself being overruled. Despite its attempt to try to "plan for orderly and economical development...for the greater public interest",⁴⁸ every now and again it was overruled by higher authorities.

This frustration had been felt as early as 1955 when the Chairman of the Technical Planning Board reported:

Without exception the Provincial Board have overruled the City objections..... Some of the plans approved include features that do not conform to plans adopted by the District Planning Commission and although being objected to by the City are still being approved.

⁴⁷ Report of the Planning Department to the Provincial Planning Advisory Board in support of Council's decision to refuse application for the proposed Rideau Park Shopping Centre at Duggan, August 8, 1968.

⁴⁸ Planning Act, Section 2, 1960.

The Board feel that it is futile for the City to continue raising objections to such plans..., and under present Provincial regulations there is no appeal from the decisions of the P.P.A.B. 49

Another large area that was annexed to the City at about the same time as the South West Sector consisted of eleven sections in North East Edmonton.⁵⁰ Even prior to annexation, the Planning Department had prepared a development program for these eleven sections as well as the partially developed land to the south. The program, as shown in Figure 19, provided for twenty-five years of development. It was drawn up from information obtained from specific studies of population growth, land use, the transportation network, and the economic extension of utilities and other public services. The whole schedule was planned within the framework of the Preliminary District Plan - as required by the Act.

To ensure orderly growth, it was deemed "essential that there should be a reasonably balanced state of affairs in existence at all times."⁵¹ It was felt necessary that partially developed neighbourhoods should be completed before the creation of new ones, in order that there be no uneconomic operations of community services. The first stage in the program period would consist in the filling in

⁴⁹ Technical Planning Board Minutes, June 1, 1955.

⁵⁰ These eleven sections were annexed on December 30, 1961.

⁵¹ City of Edmonton, Planning Department, Report on the Proposed Order of Development, North East Edmonton, September 1961, p. 1.

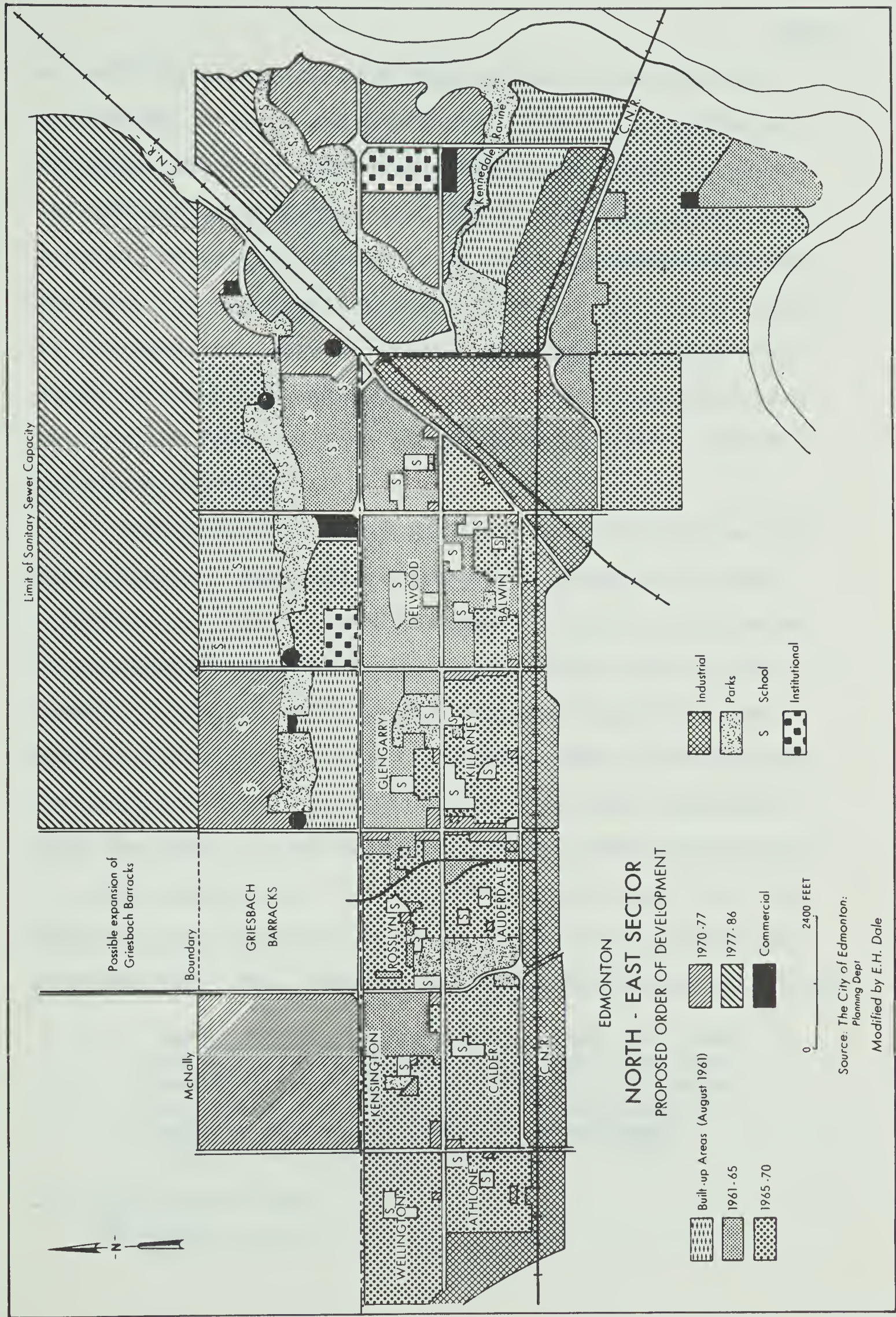


Figure 19

of existing partially developed neighbourhoods such as Kensington, Rosslyn and Glengarry. The next ones to be developed would be Delwood and Belvedere - both of which lay adjacent to the developed areas. The neighbourhoods located immediately north of the old city limits were next in line. It was considered that these areas, being closer to the downtown district "have a distinct advantage over areas in the north east".⁵² Consideration was also given to local features such as the possible expansion of the Griesbach Barracks.

A certain amount of flexibility was incorporated into the program. There was allowance for change and it was viewed as essential that development should be considered in conjunction with other related policies such as the amount of Central Mortgage and Housing Corporation loans made available in any year or changes made in the Preliminary District Plan. Consequently, it was felt desirable that the Order of Development be revised every three years.

The program map with its accompanying report was submitted to the Technical Planning Board at its meeting on September 21, 1961, when the following resolution was passed:

That in general this Board express its concurrence in the scheme...and ask that the Commissioners consider bringing this proposal before Council at an early date with a view to having the Order of Development adopted by resolution under 71a of the

⁵² Ibid., p. 3.

Town and Rural Planning Act. 53

Council twice considered the Board's recommendation but until now, it has not been formally adopted as part of the General Plan - unlike the Order for the South West Sector.⁵⁴ It is difficult to understand why Council has not proceeded to legalize the Order.

Despite the fact that the North East order was only a guide, it was quite closely adhered to during the first three years following its tentative adoption.⁵⁵ This in a way reflects the practicability of the program. The first stage of development included the then partially completed neighbourhoods. Parts of Kensington, Rosslyn, and Glengarry were developed between 1961 and 1962. Then the new Delwood neighbourhood had construction begin between 1962 and 1964. Parts of Steele Heights were developed in 1963. It is apparent from the above dates that there was a certain amount of overlap in development. This is desirable as a way of providing the public with a reasonable degree of selection.

Unlike the South West Sector, the North East had not been a subject of debate amongst the different planning bodies. The cases dealt with by the Technical Planning Board were rather simple and straightforward.

⁵³ Technical Planning Board Minutes, September 21, 1961.

⁵⁴ Council Minutes, November 27, 1961; January 8, 1962.

⁵⁵ This is the period that concerns us here.

The two programs described above are examples of some conventional planning philosophy. Desirable policies are laid down in a broad manner. Only a general framework is provided. Stages of development are logically spelled out "having regard to considerations of orderliness, economy and convenience".⁵⁶ Detailed subdivision neighbourhood designs are not considered until they are "expected to be used within a reasonable period of time".⁵⁷ Such sequential programs of development, general in framework yet conveying a city's planning policies, are an extremely important part of successful town planning.

The Technical Planning Board's role in having the above Orders adopted as City policy has been mentioned. However its function there was perhaps not as significant as its role as a subdivision approving authority for, in making decisions as to whether individual applications fitted appropriately within the general structure, the Board had helped to establish the detailed pattern of the city.

The Technical Planning Board as a Subdivision Approving Authority

Having introduced the topic of the Technical Planning Board's role as an approving authority on subdivisions, it is appropriate now to examine how the Board dealt with this

⁵⁶ Planning Act, 1960, Section 63(a).

⁵⁷ Subdivision and Transfer Regulations, 1960, Section 16.

aspect. As pointed out in Chapter II, under the Subdivision and Transfer Regulations the Technical Planning Board was designated as Edmonton's subdivision approving authority.

Subdivision, according to the 1960 Planning Act, means

a division of land by an agreement, plan of survey or by any document that is being capable of being registered or entered under the Land Titles Act against the land where the same can or may result in the creation of a different parcel or parcels in respect of the land or will create an estate or interest in part of the land greater than a leasehold interest for a term of three years, other than a bare life estate. 58

Land subdivision is a good and important device in controlling city development. It is one of the means whereby city planning policies can become realized. In considering subdivision applications the Technical Planning Board was guided by the Subdivision and Transfer Regulations (185/60).

Part II of the Regulations sets out the following General Requirements applicable to all subdivisions:

General Requirements Applicable to All Subdivisions

15. Suitability of Land and Location

Land may be subdivided only if it is suited or can be economically adapted to the purpose for which the subdivision is intended, having regard to:

- (a) topography;
- (b) soil characteristics;
- (c) surface drainage;
- (d) potential flooding, subsidence and erosion;
- (e) accessibility;
- (f) the availability adequacy of services; and
- (g) the existing and prospective uses of land in the immediate vicinity.

58 Planning Act, 1960, p. 2.

16 Prospective Development

- (1) Land may be subdivided only if it is expected to be used within a reasonable period of time for the purpose for which it is proposed to subdivide, and the Director or the approving authority may require satisfactory evidence to this effect prior to approval of an application.
- (2) Land shall not be subdivided unless necessary services can be provided in an orderly and economical manner for the development of the subdivision and any future extensions thereof.

17 Conformity with Local Planning Measures

Land which lies within or adjacent, whether in the same municipality or not, to an area for which a general plan, development scheme or zoning bylaw is in effect or in course of preparation may be subdivided only in conformity with the provisions of such general plan, development scheme or zoning bylaw or with such extension thereof as in the opinion of the Director or the approving authority is reasonable and logical.

18 General Factors Governing Subdivision Design

The design of a subdivision shall take into account:

- (a) the topography and physical condition of the land;
- (b) the existing and proposed uses of the land and of adjacent lands;
- (c) the most economical use of the land;
- (d) the segregation of traffic flow as between main thoroughfares and minor streets;
- (e) the economical provision of services;
- (f) the anticipated need for the accessibility of school sites, recreation areas, parks and other areas to be set aside for public or community use;
- (g) the dimensions, shape, orientation and accessibility of each lot or parcel that will be most conducive to its maximum future usefulness.

- 19 Land shall not be subdivided in such a manner as to prejudice the possibility of further subdivision of land or of the convenient

subdivision of adjoining land. 59

Apart from these general principles, the Regulations also stipulate certain specific technicalities such as arrangement and width of streets, length and depth of blocks and width and depth of lots.

The Regulations clearly state too that an application can only be approved "if it complies with the requirements" of the Regulations.⁶⁰ However, the Technical Planning Board could apply to the Provincial Planning Advisory Board to have some of the regulations relaxed if it was deemed necessary. And dissatisfaction with the decision could be appealed to the Provincial Planning Advisory Board whose decision would then be final and binding.

The Subdivision and Transfer Regulations were not the only general policies to be observed when considering subdivision applications. Other important guidelines within which these applications were viewed were the Preliminary District Plan and the proposed Orders of Development mentioned previously.

During the period under discussion, that is, from January, 1959, to June, 1963, the Technical Planning Board dealt with 1,261 subdivision applications.⁶¹ Only a small

⁵⁹ Subdivision and Transfer Regulations 185/60, Sections 15-19.

⁶⁰ Ibid., Section 21.

⁶¹ Technical Planning Board, Subdivision Register, Planning Department, City of Edmonton, 1959-1963.

percentage of these were challenged at the provincial level which, to a certain extent, reflects the Board's efficiency and reasonableness in handling subdivision cases.

To avoid fraud, every subdivision application appeared before the Technical Planning Board twice. The following procedure was adopted by the Board at its meeting on January 15, 1959:

Subdivision steps:

1. Tentative proposal comes before the Board for approval
2. If approved, the applicant arranges for the necessary survey
3. The final plan be submitted to the subsequent meeting of the Board for final approval. 62

When considering applications, the Technical Planning Board would refer them to the Utilities and Planning Department. When the technicalities had been checked by the former and recommendations made by the latter, the Board would then judge the case itself. Often the recommendations of the Planning Department were adopted. In examining the Board's policies regarding subdivision approval, it is clear that the Board tried to uphold the City's planning policies such as: "There should be no residential development backing onto the Valley in order to provide a continuous scenic drive for the general public adjacent to the valley",⁶³ and "The Board does not favour ribbon develop-

⁶² Technical Planning Board Minutes, January 15, 1959.

⁶³ Technical Planning Board Minutes, May 25, 1961.

ment",⁶⁴ or "Subdivision of land would generate additional traffic".⁶⁵

Being guided both by provincial statutes and regulations and the City's general policy in planned development, the Technical Planning Board in so far as subdivision of small parcels was concerned did not initiate any new ideas. Rather it played a pertinent role in carrying out the wishes of the Province and the City. Subdivision of larger blocks of land, most of which had already been subdivided by 1914, was processed differently - under replotting schemes. The Board's role in this regard has already been discussed in Chapter IV.

The Zoning Bylaw and Its Amendment

As already discussed in Chapter II, by the beginning of 1959, the planning authority in Edmonton was under great pressure to proceed with the General Plan and Zoning Bylaw. In view of this urgency and utmost necessity, Council authorized the establishment of a Planning Advisory Commission in December 1959, whose prime function was "to facilitate progress in preparing all details of a General Plan for the City of Edmonton and a Zoning Bylaw".⁶⁶

To quicken the realization of the General Plan and

⁶⁴ Loc. cit.

⁶⁵ Loc. cit.

⁶⁶ Bylaw 2021, A Bylaw to Establish the Planning Advisory Commission for the City of Edmonton, December 21, 1959.

Zoning Bylaw, the Alberta Legislature, in April 1960, enacted a new clause to the Planning Act whereby Council was permitted to pass a zoning bylaw with respect to any specific part or parts of the City, the remaining parts continuing to be under interim development control until such time as further progress in the preparation of the General Plan permitted such parts to be made subject to the provisions of the Zoning Bylaw.⁶⁷

Shortly after this, the Planning Advisory Commission, taking advantage of this change in law, proposed to prepare a draft zoning bylaw to cover certain parts of the City at an early date notwithstanding the fact that the General Plan remained incomplete. At this first stage of zoning it appeared logical to cover the comparatively stable and newly-developed areas, planned in conformity with the elements of the Evolving General Plan. Therefore the first portion of the Zoning Bylaw included the post-war residential areas planned on the neighbourhood principle, as well as large sections of the river valley and the new industrial areas. It was envisaged at the time that little change should take place here during the twenty-year period of the General Plan.

The draft zoning bylaw was prepared by the Commission in conjunction with the Planning and Legal Departments. In September, the draft was presented to the Technical Plan-

⁶⁷ Planning Act, Section 80(2a), 1960.

ning Board for consideration. Much time was spent by the latter reviewing the document, with at least three meetings weekly devoted to it.⁶⁸ Consideration of the Bylaw was taking so much of the Board's time that by January 1961, it was deemed essential that a special committee should be formed to deal with the draft. Consequently, it was agreed that Mr. L.D. Hyndman, Chairman of the Planning Advisory Commission, Mr. S.C. Rodgers, Director of Planning, and Mr. W.R. Brown, Assistant Planning Director, should be members of the new subcommittee.⁶⁹ The technicalities of the drafted bylaw were checked to ensure, for example, that if developments were to occur in accordance with the zoning bylaw, utilities would be sufficient to cope with them. Other things, too, needed to be considered. The detailed requirements of the Zoning Bylaw had to conform with the general purposes of the Preliminary District Plan.

Three times, the draft bylaw was considered by the Technical Planning Board and the Council and each time a summary of the draft was distributed to city officials, organizations and all those who would be interested in it. Numerous advertisements and public hearings were held and considered - as required under Section 83 of the Planning Act.⁷⁰ As the zoning bylaw plays a major role in shaping

⁶⁸ Report No. 10, Planning Advisory Commission, Edmonton, November, 1960.

⁶⁹ Technical Planning Board Minutes, January 20, 1961.

⁷⁰ Planning Act, Section 83, 1960.

the future growth of the City, it is extremely important that it should reflect the views, needs and desire of the citizens. It was finally passed as Zoning Bylaw number 2135 in October, 1961.⁷¹ A map appended to the Bylaw outlined the districts covered by it, as shown in Figure 20.

In those parts of the City built up prior to World War II, developments were to continue under interim control and remain subject to Interim Development Bylaw No. 1988. As the evolving plan advanced sufficiently to forecast with certainty the appropriate zoning for old areas and newly annexed areas, the Bylaw was to be amended to extend its application.

Bylaw 2135 was a long document laying down uses or conditionally permitted uses in certain classes of residential, commercial, industrial and parkway districts. Technicalities relating to the density, height, site coverage, floor areas, minimum yard dimensions, and the appearance of signs and advertisements were laid out to assure

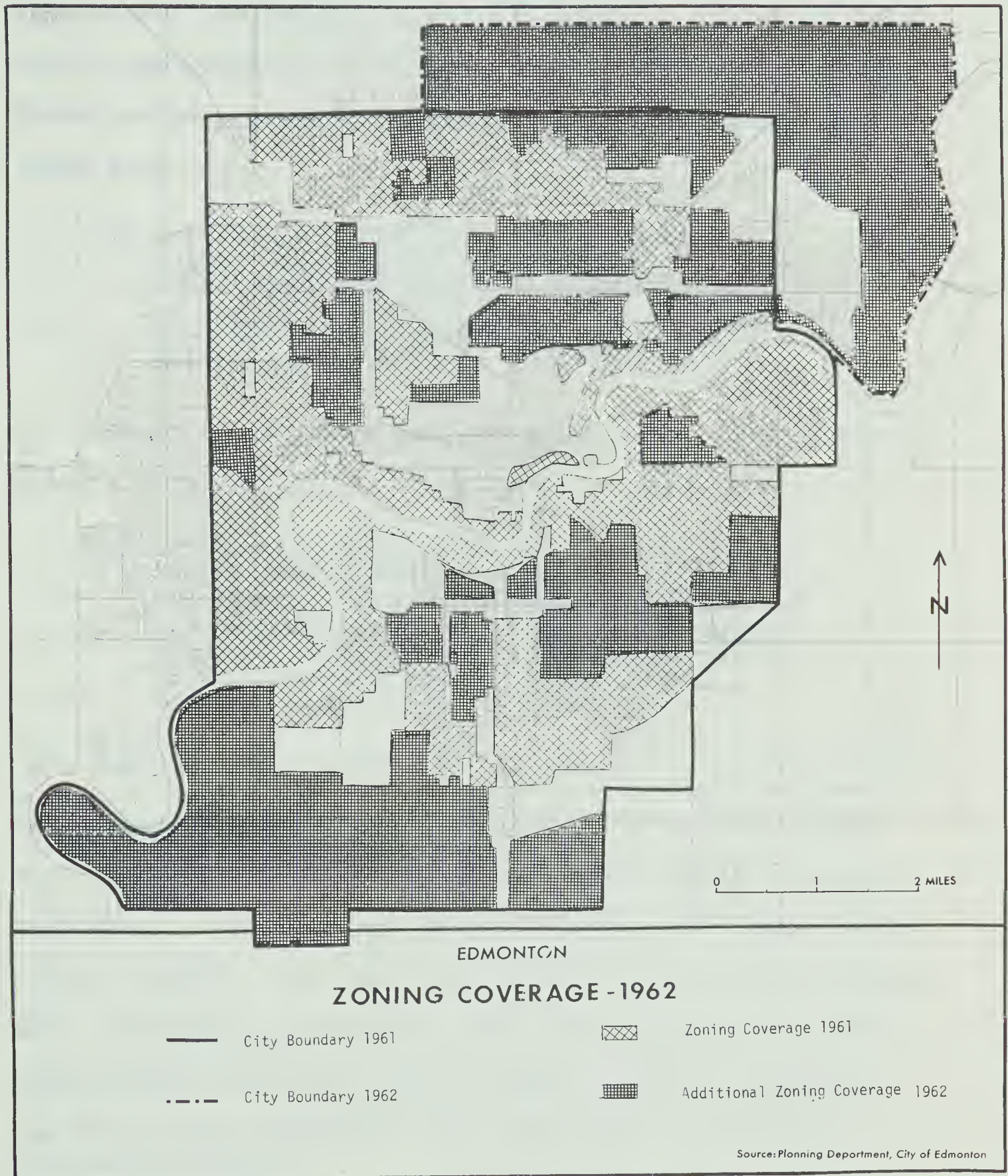
a degree of certainty, to preserve property values, to furnish amenities, and to promote orderly and convenient development and equitable treatment for all our citizens.⁷²

The Bylaw was not envisaged to be static but was expected to be amended from time to time. Any extension of zoning coverage would be an amendment to the Bylaw. Also,

⁷¹ Zoning Bylaw No. 2135, Edmonton, October 2, 1961.

⁷² Report No. 4, Planning Advisory Commission, May, 1960.

FIGURE 20



amendments were viewed as necessary to suit the needs of the growing city. For this reason, Section 9 of the Bylaw spelled out the regulations and procedures regarding amendments, and referred to the role of the Technical Planning Board in this process. Section 9(1) of the Bylaw stipulated that:

- (1) Any person applying to have this Bylaw amended shall apply in writing to the Technical Planning Board, furnishing reasons in support of the application and requesting that the Board submit the application to the Council. 73

And to ensure that this procedure would be followed, Section 9(2) continued to say that:

- (2) If a person applies to the Council in any manner for an amendment to this Bylaw, the Council shall require him to submit his application to the Technical Planning Board in accordance with the provisions of this part before it considers the amendment proposed by such person. 74

Exactly a year after the adoption of Bylaw 2135, Council similarly passed Bylaw 2272 in October, 1962, which was a substantial amendment to the former Bylaw. By this amendment, a considerable amount of land was brought under zoning control: the older residential areas, areas adopted under replotting procedures since the introduction of the Zoning Bylaw and areas that had been recently annexed to the City in the north-east and south-west, as shown in

⁷³ Bylaw 2135, Section 9(1).

⁷⁴ Ibid., Section 9(2).

Figure 20. Certain new use districts were created to cover the extended zoning. With Bylaw 2272, about 83 per cent of the City was brought under zoning control.

It would be appropriate now to examine the policies of the Technical Planning Board in advising Council on zoning amendments. In the last two years of the Board's existence, that is from December 1961 to July 1963, during which time Zoning Bylaw 2135 was in effect, there were eighty-four applications to amend the Bylaw.⁷⁵

To avoid making hasty decisions, it was required under Section 9(7) of the Bylaw that the Technical Planning Board had to make a preliminary examination of each case, after which the applicant had to be notified of the Board's tentative decision. Upon reviewing the preliminary advice of the Board, the applicant would then advise the Board as to whether he would choose the recommendation on the amendment submitted to Council. It turned out that only a very small percentage of the applications which were refused at the Technical Planning Board level, were referred to Council. Out of the seventeen cases which were not recommended to Council for approval, only three insisted that their applications be heard by Council. At the same time, all the recommendations made to Council by the Technical Planning Board, sixty-nine in all during the two years, were endorsed by Council. This itself no doubt implies

⁷⁵ Zoning Amendments Register, Planning Department, Edmonton.

the degree of influence the Board had on Council decisions.

A closer analysis of the eighty-four applications for zoning amendments reveals that comparatively few dealt with changing types of land use. Thirty-six were zoning extensions to new replotting schemes which have since been adopted by Council. Then there were five applications to amend the text of the Zoning Bylaw itself. Consequently, there were only forty-three applications which dealt directly with changing land uses, either in type or in density. Of these forty-three, nine came from various civic departments such as Planning and Parks and Recreation, which in view of the alterations that had occurred since the adoption of the Bylaw, regarded zoning changes as essential to meet changing demands. For example, in 1963, the Planning Department expressed a desire to have some commercial land in Grandview Heights re-zoned to residential use because the University had not relinquished some of its land for residential development as anticipated. Also, in accordance with the original plan for Grandview Heights, there was provision for an over-supply of commercial land and an insufficient amount of land for residential purposes.⁷⁶

All the nine cases that came from civic departments were based on similar rational and practical grounds which received Board approval and subsequently Council approval.

⁷⁶ City of Edmonton, Planning Department, Zoning Amendments Register. A2-57.

Of the remaining thirty-four applications that came from the public, nine were requests to have land re-zoned from either residential to commercial or a low-class commercial to one that was higher on the scale. Twenty-three dealt with change either from commercial to residential or for an increase in residential density, and two were concerned with signs and advertisements in commercial and industrial areas.

In considering such applications, the Technical Planning Board paid due regard not only to the site in question but also to the effect it might have on the surrounding areas such as traffic in the vicinity, the demand for such types of land use, the reaction of the adjacent residents and whether the surrounding community facilities and services would be capable of coping with the proposed use.

In reviewing the nine applications on re-zoning to commercial uses, the Board did not recommend approval of any. At the most, the Board was prepared, on only one occasion, to recommend an alternative to the original application. The applicant, wanting to establish a catering service in a C-1 zone which prohibited such use, asked for the re-zoning of the site to C-2 in order that she could establish her business there.⁷⁷ Instead, the Board recommended an amendment to the zoning text to permit

⁷⁷ Ibid., A2-46.

catering services in a C-1 district.

The reluctance of the Technical Planning Board to approve commercial re-zonings may possibly be explained by the fact that a change from residential to commercial uses would generate other changes, definitely more so than a change from commercial to residential. Firstly, more people would be affected. Secondly, traffic would increase more, and last but not least the overall commercial pattern might be affected by over-zoning of commercial land. For these reasons, perhaps, it was not infrequent for the Board to conclude as follows:

The Board is not prepared to recommend a change... until the future function of 112th Avenue and 82nd Street under the Metropolitan Edmonton Transit System is clarified. It is the opinion of the Board that, at the present time, the existing zoning for R-4 is less likely to interfere with the traffic movements at this important and congested intersection. 78

and

That application be refused because of the fact that the North Ottewell district will be adequately served by present proposed [commercial] facilities as planned by the City Planning Department. 79

or

that this application be not supported for the reason that further commercial development would tend to restrict the free flow of traffic and adversely affect residential property values in the vicinity. 80

78 Ibid., A2-64.

79 Ibid., A2-27.

80 Ibid., A2-62.

and again

...a new commercial use at this location may be expected to interfere with the normal enjoyment of nearby dwellings.⁸¹

Respect and concern for the greater common good was shown often by the Board in considering cases. This is very commendable on its part for in so doing, the basic purpose of planning, which is, "planning for the greater public interest", was achieved.⁸²

With such a high percentage of refusals, it may seem that the Board was conservative and adhered too closely to the Zoning Bylaw. However, at closer inspection, this was not the case. When considering applications for residential development, the Board recommended approval for well over sixty per cent of all the cases.⁸³ Six of these applications involved rezoning from commercial to residential. Rezoning was viewed as essential mainly because of a changing distribution pattern of certain commercial activities, such as service stations. By late 1962, various oil companies realized that incorporating service stations in major shopping areas seemed most profitable. Consequently, their main interest for expansion was in these sites, thus causing some previously zoned neighbourhood station sites to remain undeveloped. In response to this changing philosophy, the

⁸¹ Technical Planning Board Minutes, July 25, 1963.

⁸² Planning Act, Section 2, 1959.

⁸³ Zoning Amendments Register, A2-1 to A2-84.

Board recommended, in several instances, the rezoning of these neighbourhood sites for residential development.⁸⁴

For four of these six applications, the Technical Planning Board considered that rezoning from commercial to residential was necessary either because the location for commercial establishments was inappropriate or because there was just too much commercially-zoned land which, in some cases, had led to commercial failures and financial losses. Failure of businesses in neighbourhood centres have already been discussed. To cite an illustration on the latter case, in 1958, a site in North Delton was zoned to permit an I.G.A. store to be constructed. At that time, there was no other supermarket in the vicinity. Due to mortgage problems, I.G.A. decided not to build. In the meantime, the City zoned a site just four blocks east for a major shopping centre and within a year, a similar development was approved just a block south for the Alberta Co-op Stores. The original owner of this property, who was to have been paid \$60,000. by I.G.A. finally sold in desperation for \$19,000.⁸⁵ A small act in overzoning land has had important repercussions. The Planning Authority admitted its mistake: "...the site cannot be considered as a desirable commercial property".⁸⁶

⁸⁴ See for example, Technical Planning Board Minutes, Item 6, October 18, 1962.

⁸⁵ Loc. cit.

⁸⁶ Ibid., March 14, 1963.

Again, in another, similar instance: "It seems apparent that there is too much land zoned for commercial use and consideration should be given to the proper reduction of this amount".⁸⁷

It may well be for this reason that the Technical Planning Board was so stringent in approving rezoning for commercial purposes.

Applications to increase density in residential districts were common and, in general, received the Board's favour. This may reflect the demand for residential land. In recommending such cases for Council's approval, the Board was responding to market demand. However, it must not be assumed that the Board did this indiscriminantly. Often the case might be "tabled for a week for further information from the School Board with respect to school accommodation in the district".⁸⁸ It was not infrequent that several sources of further information were consulted before making decisions. In considering an amendment to the Zoning Bylaw respecting Mount Pleasant, the Board, after obtaining information and views from the related sources, recommended thus to Council:

The necessary amendment to Zoning Bylaw be recommended to City Council that the lots in question front on a busy traffic artery and all the property owners involved are in favour and the Public School Board does not object provided there is no further

⁸⁷ Ibid., March 14, 1963.

⁸⁸ Ibid., April 5, 1962.

extension of R-2 sites. 89

It is evident that in considering amendments to the Bylaw regarding residential densities, the Board never failed to obtain an opinion from the School Boards. This was essential as the planning and development of the neighbourhood unit was geared to the elementary school. Changes in residential density would subsequently affect the school population. Thus if the School Boards disapproved of the re-zoning, the Technical Planning Board would uphold their opinions. For example the re-zoning for fourplexes in Terrace Heights was refused because "increased density would adversely affect School Boards' provision of school facilities in this area."⁹⁰

Summing up, during these two years, Council endorsed all the Board's recommendations. And, as amendments to the Bylaw remained the prerogative of City Council to be exercised in conformity with the provisions of the Planning Act, there was no further appeal. Consequently, the Board's influence in adhering, where necessary, to the provisions of the Zoning Bylaw was very significant. In giving due consideration to each application and in arriving at decisions it thought to be best at the time, the Board guided city development gradually, in response to the needs and desires of the greater public.

⁸⁹ Loc. cit.

⁹⁰ Ibid., January 26, 1961.

Conclusion

The impact of the Technical Planning Board between the years 1959 and 1963 on the morphology of Edmonton and its environs has been briefly discussed. Both as an approving and an advisory body, the Board performed a thorough job in obtaining the necessary information before arriving at any decision. Although sometimes its decisions were either not heeded or overruled, the times that its decisions were upheld were indeed many. Thus, city development following the approval or advice of the Board during these years was significant. Although it never seemed to have initiated any planning ideas, its role in seeing that the City planning policies were upheld was certainly very important. City growth then was able to evolve along its planning philosophy which had been based on the needs and desires of its people.

CHAPTER VI

CONCLUSION

It has been pointed out that the Technical Planning Board acted as both an approving and an advisory body on planning matters concerning Edmonton and its vicinity. In the former case, the Board was concerned with two types of land subdivision. The first was lot splitting which was the creation of smaller lots out of existing ones, such as making three fifty-foot lots out of two seventy-five foot lots. Although the number of these cases was considerable, they formed a quite insignificant portion of the Board's activity and thus did not have much impact on urban morphology. The second type concerned the subdivision or resubdivision of large blocks of land. During the period under review, the Board dealt mainly with the latter kind under a special procedure called replotting. Here the Board had a strong impact on the urban landscape. In fact, it would seem that the most significant impact of the Board was the development of neighbourhood units through replotting. Although the Technical Planning Board did not introduce the neighbourhood unit idea into Edmonton, it did draft the principles and regulations governing their design. The fact that it made recommendations to Council in guiding development within the framework of these principles was a major factor in establishing the residential pattern of the city. Had Edmonton been left to

develop in the normal course of events, it would probably have ended up like most other Canadian cities, with traffic congestion, ribbon development and above all, suburban sprawl. In short, as commented by S. Fillmore, "Most major Canadian cities have allowed the post-war boom to tie them into knots".¹ Furthermore, the fact that Council adopted these planned neighbourhoods in 1960 as part of the General Plan shows that, although the Technical Planning Board did not produce a nice, neat, comprehensive plan for the city, it did assist in bringing a large part of Edmonton's residential development under the General Plan.

In considering subdivision applications, the Board was guided by principles and regulations laid down in great detail by the Province. A certain amount of authority in the programming of subdivisions, however, was vested in the City. For instance, subdivisions were only permitted in areas where services and utilities were either provided or pending provision. In this regard, the decisions of the Technical Planning Board were, to a large extent, regulated by the agencies that were responsible for installing these services, most particularly the School Boards and the Engineer's Department. At times, especially in the early years, it was difficult for the Board to obtain co-operation from these related departments and consequently, Board actions were slowed down considerably. In 1951, for example, Noel Dant complained to the City Commissioners

¹ S. Fillmore, "Edmonton: 55 Home Towns in One City". Canadian Homes, April 1956, p. 10.

that the Engineer's Department had not forwarded to him a complete map of all city sewers which he had requested one and a half years previously, and that he was not forewarned as to where and what were the programs for installing utilities.²

To achieve better departmental co-operation, and in accordance with the provisions of the Planning Act, the planning authority introduced the principle of sequential development in 1960. The Board was partly responsible for bringing the Development Orders for the South-west and North-east Sectors of the city into effect. In approving subdivisions within these areas, the Board was consistent with the policies it had laid down and in so doing, guided city development in an orderly and economic manner.

As an advisory body to City Council on matters pertaining to planning, the Board's role was again positive in creating an impact on the morphology of Edmonton. When Edmonton experienced its explosive development in the 1950s, the Technical Planning Board at least shared the responsibility of coping with certain planning policies, such as bylaws to control the siting and design of service stations, drive-in businesses, motels and trailer courts. The fact that Council endorsed its principles meant that the city had been evolving in accordance with the policies outlined by the Board. These policies have, in general,

² Letter from N. Dant to the City Commissioners, September 24, 1951.

enhanced the image of the city; in particular they have affected the city's transportation pattern. The foresight of diverting traffic-generating establishments away from the central business district, for example, has helped to alleviate downtown traffic congestion. On the other hand, some of the Board's planning policies were not particularly beneficial, if not detrimental, to the city's development and have had repercussions until the present day. The poor siting of trailer courts, for example, is creating problems in the urban environment now.

Perhaps it could be said that much of the policies and work of the Technical Planning Board culminated in the adoption of the City's Zoning Bylaw. At the termination of the Board's existence, about 83 per cent of the city had been brought under zoning. Again, the Board alone was not responsible for this, but it had played a significant role in guiding development within the framework outlined in the Zoning Bylaw.

It must be pointed out too that before City policies were brought into effect, the Board was also responsible for seeing that they were in conformity with planning policies established by the Edmonton District Planning Commission. For example, the Planning Act required all municipal developments to be in conformity with the Preliminary District Plan which came into effect on January 8, 1958 and in the preparation of which the Technical Planning Board had participated. The Board was often asked to advise on

applications to amend the District Plan and, in most of these cases, the Board's recommendations were upheld. In its latter years, the Technical Planning Board played a broad and active role in planning matters not only within Edmonton but also within its metropolitan area. In so doing, the Board guided city growth within the framework of the District Plan and at the same time, directed district development in agreement with city policies.

This research has revealed that Board decisions on land use were not only conditioned by the availability of utilities and other services but also by the demand for a particular type of land use at any particular time, and by the changing philosophy of land-use location. An example of the last case may be cited by the manner in which the Board rezoned undeveloped, isolated service station sites to residential use in 1962. Planning should not be static; rather it should be flexible enough to meet changing demands. This gives rise to another important consideration. Since planning principles alter according to the changing needs and desires of the people, inevitably, any zoning bylaw, at least in part, can soon become obsolete. If the bylaw were to be constantly amended, it would lose its value as a piece of planning legislation. In view of this, the question arises as to whether it may be better to do without a zoning bylaw and let the city be regulated by development control - as was the device adopted by Edmonton during the first decade under review. Development

control certainly has its strengths. Every planning item is judged on its individual merit - of course, having regard to the General Plan under preparation. Development control, therefore, is flexible, yet restrictive, and much more speedy. If the development officer, in whom is delegated much authority, is satisfied with the proposal, approval would be granted. Appeals to the other planning agencies are needed only if the applicant is dissatisfied with the officer's decision.

Despite the advantage of development control, it also has its limitations. It surely has the appearance of arbitrary rule. There is no predictability. It is only by making an application that the owner can ascertain what he can do with his land. Such control can lead to abuses as Mr. Justice Porter concluded after careful analysis in 1958:

...Council has some right to delegate some authority to the town planner... yet there is the gravest doubt that it has been kept within the terms of the legislative authority which the Legislature sought to delegate. This doubt raises the most difficult problems of administration and leaves the citizen subject to constant and arbitrary changes in his property rights that make him little more than an owner in name....

Nearly every difficulty with which this Commission has been concerned has arisen from the use and abuse of these powers.... This power to create and to destroy wealth by arbitrary ruling and to direct the benefits of its creation to the ownership of persons chosen by the planning body has been the cause of almost all the problems before this Commission. 3

³ Report of Mr. Justice M.M. Porter, op. cit., pp. 60-61.

Perhaps if the Technical Planning Board had functioned as it should during these first nine years, these abuses may not have occurred. If it had proceeded with the General Plan and Zoning Bylaw and if it had been more directly involved with the processing of development applications, the cause of all these problems could have been eliminated.

It has been brought out that in most cases, Board decisions were endorsed by Council and were subsequently carried into effect. The study has also revealed that very little time lapsed between the date of decision and the date of implementation. This could have been due to a combination of the demand for immediate action and the efficiency of the various agencies. This efficiency could have been facilitated by the very nature of the Board's composition. The very fact that its membership consisted of heads of the various civic departments with some involvement in planning meant that all these departments were aware of any development project even from the start. Consequently, as soon as development was approved, the co-operation and consent of the various related agencies could readily be obtained to permit the development to go ahead. Each department therefore need not go through a series of enquiries and surveys before proceeding with development, as would necessarily be required if it had no previous knowledge of the plan.

On rare occasions, Council's decisions varied with the recommendations of the Technical Planning Board, as in the Westbrook case. In this instance, it would seem that the

latter's decision was more rational, though not heeded. Similarly, in some cases, despite Council's concurrence with the advice of the Board, even Council decisions could be overruled by the Province, as was the case in the North West Trust approval. This, then, leads to another vital point - that in studying decision-making processes, it must be remembered that despite all the debates and reasonings that may go on, the final responsibility is vested in the highest decision-making body which may or may not accept the most rational solution. Indeed, as Mayerson and Banfield likewise concluded after their study on the choice of public housing sites in Chicago: "...real organizations (like real people), if the truth is told, do not make decisions in a substantially rational manner".⁴ Urban morphology therefore can be developed along some irrational lines. The physical growth of any city is very complex and to fully understand how it has taken shape, a careful analysis of the various related decision-making bodies is essential. This is of utmost importance, particularly in city planning within Alberta, where there exists a rigid hierarchical order in the decision-making process.

One other interesting conclusion is that despite this hierarchical framework of planning administration in Alberta, and although both provincial and municipal legislation are laid down in the minutest detail, similar agencies estab-

⁴ Mayerson and Banfield, op.cit. p. 15.

lished under similar legislation and operating at approximately the same time, could in fact respond very differently. It was mentioned in the introduction that this thesis was undertaken with the background knowledge of Calgary's Technical Planning Board which functioned regularly and frequently - in keeping with the provisions of the legislation which established it. During the course of research, it was gradually revealed that the Technical Planning Board in Edmonton operated with considerable laxness. Consequently, legislation alone does not make municipal planning; the quality of the local administration is perhaps even more important.

On the question of planning law, there is another pertinent conclusion brought forth by this study, and that is that all planners should have some knowledge of provincial and municipal law. At times, no matter how rational a case would seem, a small legal error could invalidate the best planning arguments and set the best plans astray, as was the case in the North West Trust property in the southwest sector of the City.

This research has also brought forth another important aspect of the impact of public decision-making on urban morphology. This is the time element. Some of the Board's decisions had immediate effect on the landscape, such as the construction of rotaries and the building of modern neighbourhoods, while others had taken ten years or more before their cumulative impact was significant enough to

be noted in the urban scene. The overabundance of service stations, for example, is only now "beginning to pose problems".⁵ This then raises the possibility that there may have been other undesirable urban patterns generated by the decisions of the Technical Planning Board which have not been discernible yet.

The last but not the least of the conclusions drawn from the above study is that a technical planning board is a very desirable planning agency. Clearly, there is considerable advantage to the City Council in receiving, from a very experienced and professional group of officials, a factual report with an unbiased recommendation. Also, as has already been mentioned, the very nature of the board's composition enables all development projects to be designed on a co-operation basis from the very start. Inevitably, this must result in economy in devising solutions to current problems and in their final execution. Moreover, it builds up a general spirit of departmental collaboration which is so essential.

The above conclusions drawn from this study are based on the limited amount of information available. Further research on other planning agencies may either confirm or invalidate some of these inferences. There is surely plenty of scope for this kind of study in Edmonton, since a number of municipal, regional and provincial agencies have been

⁵ The Edmonton Journal, July 20, 1968.

very active in the decision-making process over the past twenty years. Planning policies have been derived from many governmental sources, sometimes overlapping, sometimes conflicting, and there has been no single agency which can be said to have had a primary role through the post-war period. The Technical Planning Board could have had this role in the 1950s but the opportunity was missed, and its contribution to the physical evolution of Edmonton was much less than the provincial legislation allowed it to be. A clearer understanding of the morphological effects of local government decision-making in Edmonton must await detailed analyses of the work of such agencies as the Planning Advisory Commission and Regional Planning Commissions, and the Provincial Planning Appeal Board.

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APPENDIX I

THE CITY OF EDMONTON

TECHNICAL PLANNING BOARD BY-LAW

BY-LAW NO. 1354

Whereas by section 11 of The Town Planning Act, being chapter 169 of the Revised Statutes of Alberta, 1942, as amended, Council, by by-law, approved by the Minister, may appoint a Board to be known as a Technical Planning Board and may delegate to such Board certain powers in said section prescribed; and

Whereas Council deems it expedient to appoint a Technical Planning Board and to define its duties.

Now therefore the Municipal Council of the City of Edmonton, duly assembled, enacts as follows:

1. That a Board to be known as "The City of Edmonton Technical Planning Board" shall be composed of the following members, namely:

The Mayor of The City of Edmonton,
One of the City Commissioners,
The City Solicitor,
The City Engineer,
The Medical Officer of Health,
The Town Planner,
The Building Inspector, and City Architect,
The Superintendent of Parks and Playgrounds,
The Superintendent of the Edmonton Transit System,
and such other members as Council may from time to time by resolution appoint.

2. The duties of the Board shall be:

To act as a co-ordinating Board on all technical and administrative matters that bear upon the development of the City of Edmonton for the purpose of,-

- (a) preparing and submitting to Council for its approval a General Plan or scheme of development and zoning by-law or any plan or official scheme authorized by section 12 of the Act;
- (b) acting in an advisory capacity in matters pertaining to planning;

- (c) promoting public interest in planning;
- (d) and to do all such acts, matters or things as may be necessary or incidental to the carrying out of such duties.

3. Without prejudice to section 2, and during the period of interim development, it shall be the duty of the Board to ensure,-

- (a) that all proposals for the development of the City as a whole or in part with which the various departments of the City are separately concerned shall not be initiated without proper consideration of their bearing upon the preparation of the General Plan;
- (b) that on the agreement of the Board upon the principal of development which will underlie the preparation of the General Plan, that all proposals for development, or administrative procedure concerned therewith, shall be in conformity with such principles and their practical application.

4. Without prejudice to section 2 the Board may delegate to the Town Planner the duty of,-

- (a) compiling, in conjunction with the various departments concerned, such basic data and carrying out such surveys and investigations as may be necessary for the preparation of the plan;
- (b) presenting to the Board such outline planning proposals prepared in conjunction with those departments specifically concerned for the whole or parts of the City of Edmonton which the Board may require to initiate its deliberations;
- (c) preparing such schemes or plans as the Board may require from time to time during the preparation of the general plan and the zoning by-law, and for preparing the final proposals of the General Plan to Council for approval of the Board;
- (d) promoting public interest in planning matters.

5. The term of office of the members of the said Board shall be the term during which said members hold their respective positions in the Civic Administration.

6. A majority of the members of the Board shall form a quorum for the transaction of the business of the Board.

7.-(a) In case any vacancy is caused by the retirement or resignation of members, Council shall appoint such persons to fill such vacancy as Council may

deem expedient.

- (b) In case any member of the Board is unable for any cause to perform his duties as a member of the Board the person holding the position of assistant to such member shall replace such member until another appointment is made by the Council.

8. The Board shall hold meetings at least once in each month but the Chairman of the Board may call a special meeting whenever circumstances so justify.

9. The Board shall keep written minutes of its meetings and of all business transacted thereat.

10. The Board shall elect a Chairman at its first meeting for such period of time as the Board may decide.

11. The Board shall from time to time make such provision with regard to the procedure to be followed at its meetings as it may deem expedient.

12. The Board shall report in writing to the Commissioners of the City of Edmonton concerning all business transacted at its meetings and of any recommendations it may make.

13. The Board may appoint committees from among its members to consider and report to the Board in respect to any special phase of the General Plan or an official scheme or the Zoning By-law to be prepared.

14. The Board and any committee appointed by the Board shall have power and authority to request through the Commissioners from any superintendent or official of the City information whether in writing or otherwise with respect to any matter or thing within the jurisdiction of the Board and to request the attendance at meetings of the Board or of a committee as the case may be of any official of the City for consultation, advice or assistance in the carrying out of its powers and duties and the person concerned as far as reasonably possible shall comply.

15. The Board shall have no power of raising money or expropriating land, nor, without the consent of the Commissioners, shall have any power to expend any moneys of the City nor incur any indebtedness for or on behalf of the City.

16. The Board shall establish a Utilities Panel and such other panels as they deem necessary to expeditiously carry out their duties. Such panels shall be informal but shall report back to the Board once a month on all unsolved business.

Done and passed in Council this 11th day of December,
1950.

WILLIAM HAWRELAK,
ACTING MAYOR.

G. DOCHERTY,
CITY CLERK.

